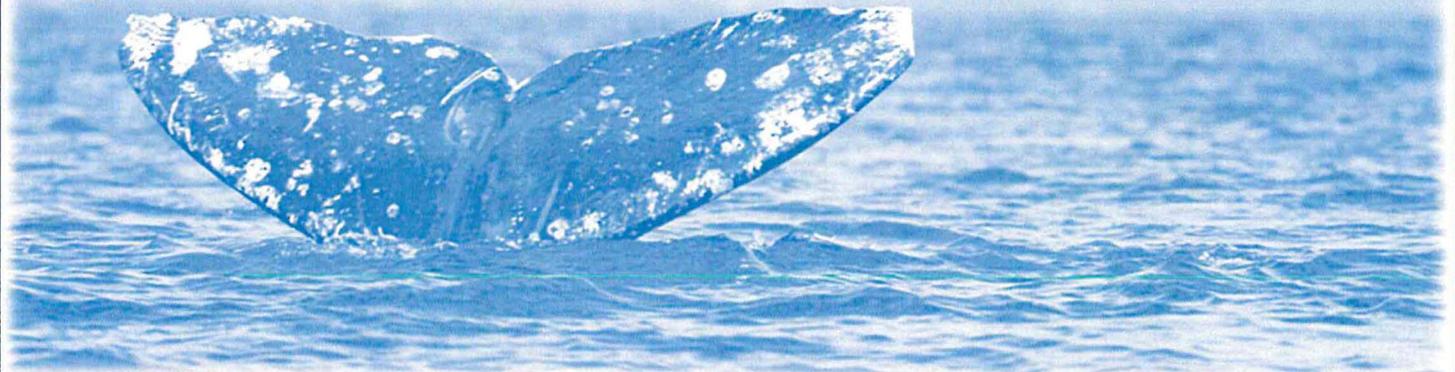
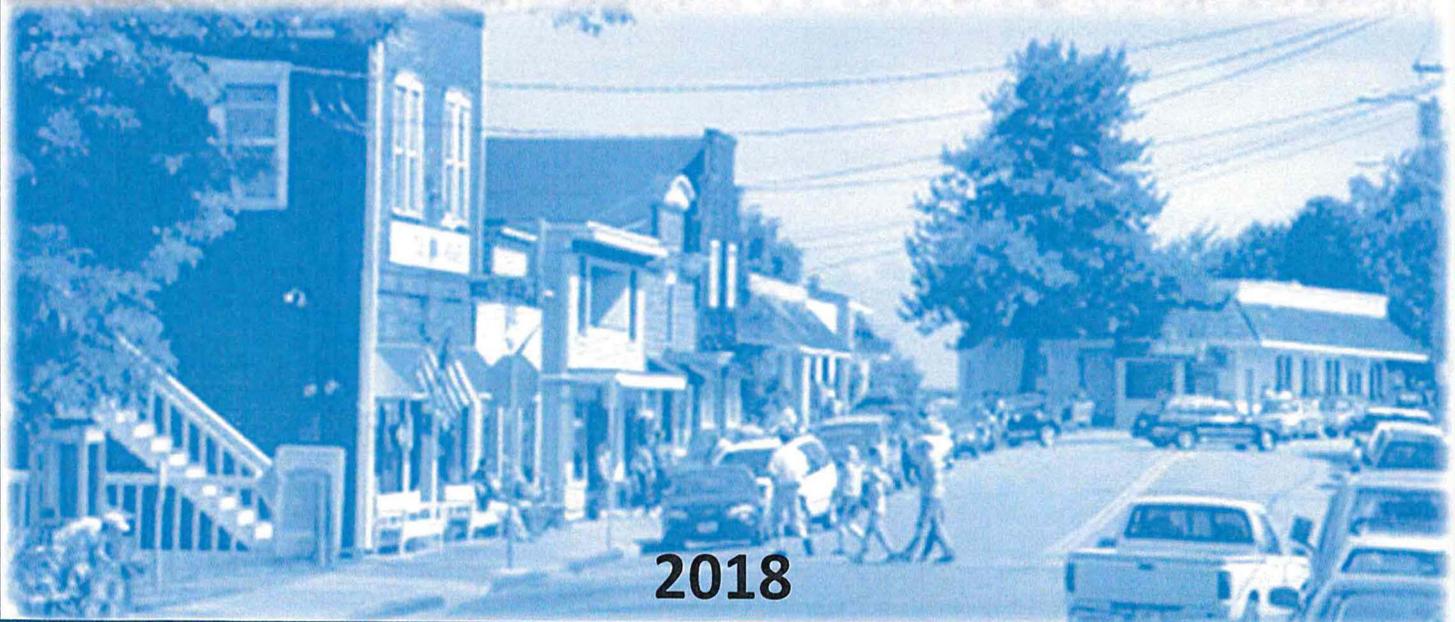


COMPREHENSIVE PLAN



City of Langley



2018

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MAPS

Reference	Name	Description
LU-1	Island County Urban Growth Areas	Island County designated Urban Growth Areas (UGA)
LU-2	Langley Joint Planning Area	Langley Joint Planning Area (JPA) and overlays
LU-3	Langley JPA Zone Districts	Zone districts for land in the JPA
LU-4	Langley UGA	Langley Urban Growth Area
LU-5	Langley Overlay Districts	Fairgrounds, Wharf Street, Arts & Recreation and Planned Unit Development
LU-6	Topography	Five and 100 foot contours
LU-7	Critical Areas	Critical areas include WA Fish and Wildlife priority habitats
LU-8	Potential Wetland Areas	Areas designated as having a high potential for wetlands

LU-9	Historic Sites	National, State and city designations
LU-10	Land Use Designations	Four broad land use designations
T-1	Island County Roadways	Island County Transportation road designations
T-2	Langley Road Classifications	WSDOT
T-3	Additional Transit Options	Bus stops, Park & Ride, EV charging stations & bus routes
T-4	Langley Loop	Route and sign locations
T-5	Conceptual Trails	Potential location for future trails
T-6	Sidewalk Inventory	POS Commission
UCF-1	Current Sewer Facilities	Pace Engineering
UCF-2	Future Sewer Facilities	Areas of future development, growth and replacement
UCF-3	Water Facilities	Pace Engineering
UCF-4	Storm Water	2009 Stormwater Master Plan
UCF-5	Third Party (PSE)	Puget Sound Energy above ground and below ground lines.
UCF-6	Public Service Facilities	
UCF-7	Langley Coordinated Water System Area	
POS-1	South Whidbey Parks & Open Spaces	
POS-2	Langley Parks & Open Space	Public and private parks and open space
POS-3	Park Walkability	Properties within a five minute/quarter mile walking distance of a park or open space

ACKNOWLEDGEMENTS

This Comprehensive Plan has been prepared over a three-year period beginning in 2014. The Plan was based upon the extensive process undertaken in 1997 and the subsequent updates in 2003 and 2009. Not all who participated in the drafting of this Comprehensive Plan are acknowledged below however the City is grateful for everyone who took their time and contributed over the course of this update.

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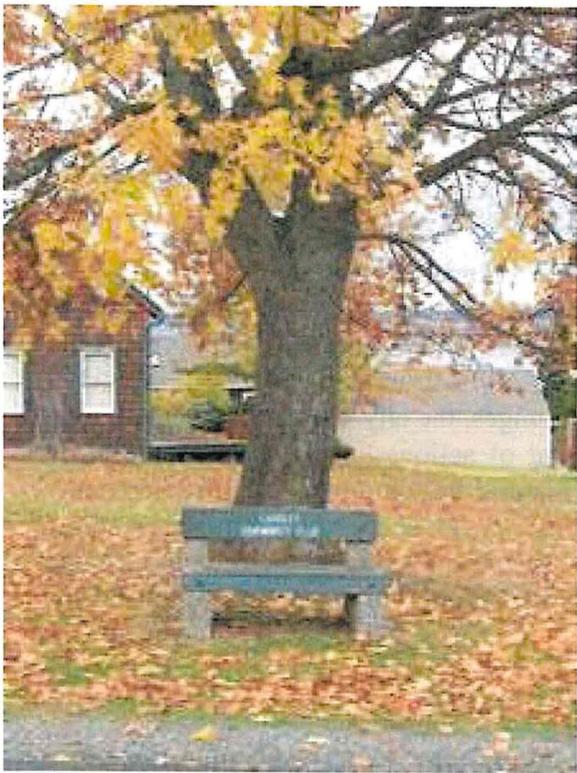
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Outside Organizations

Feet First
 Langley Main Street Association



Executive Summary

EXECUTIVE SUMMARY

This comprehensive plan was prepared by the City of Langley in accordance with Section 36.70A.070 of the Growth Management Act (GMA). The plan guides future growth and development in the city while conserving Langley's essential character, not only in the city limits, but also in the Joint Planning Area. This plan embodies the community's goals to guide how the City will develop over the next 20 years.

WHY THE CITY OF LANGLEY PLANS

1) To Implement the Growth Management Act (GMA)

The Growth Management Act, passed in 1990 in response to rapid population growth, concerns with suburban sprawl, environmental protection, and quality of life, requires local governments to adopt Comprehensive Plans, establishes mandatory elements together with more detailed requirements that must be included in these Plans. The GMA also contains goals to guide the development of Comprehensive Plans and development regulations. Through the planning process local governments prepare goals and policies for these elements that are relevant and address the specific needs of the jurisdiction. Following adoption of the Comprehensive Plan the local government prepares and adopts development regulations and other strategies to implement the Plan.

2) To Promote Desired Changes and Preserve Community Assets

Planning is a technical, political and public process concerned with the development and use of land, planning permission, protection and use of the environment, public welfare, and the design of the urban environment, including its infrastructure. In order to preserve valuable community assets and promote desired changes, the city must actively plan and effectively implement those plans. A plan is a set of actions taken towards a desired outcome whether that outcome is preserving a historic building, an infill development project, or paving a street. Each of these actions, to be successful, requires vision, planning analysis, and community engagement. A plan is only good to the extent to which it is implemented. Therefore, the City plans to guide its future for the benefit of the entire community and for future generations.

3) To Involve the Citizens in the Decision-Making Process

Planning is both a process and a product. The process component of planning requires active civic engagement to make good decisions and gain public support and ultimately leads to faster implementation of local plans. The process aspect of planning should not be confused as an end, but rather a means to an end, which is the realization of local plans.

PURPOSE OF THE COMPREHENSIVE PLAN

A comprehensive plan is a broad statement of the community's values and vision for its future. It is a policy road map that directs orderly and coordinated physical development of the City for the next 20 years. It anticipates change and provides guidance for action to address and manage that change. The City of Langley's Comprehensive Plan is specifically intended to sustain and enhance the City's character and identity as a unique and vibrant small historic coastal town.

Langley's Comprehensive Plan contains goals and policies to guide growth issues in the City of Langley, unincorporated land in its Urban Growth Area and to a lesser extent lands in the Joint Planning Area. The City of Langley is interdependent with other communities in the county, the unincorporated county area, and the Puget Sound region. In such circumstances, the long-term planning for the city needs to be adapted to unexpected or rapid changes. Therefore, rather than simply prioritizing actions, this plan assists the management of the city by providing policies to guide decision-making, capital improvement plans and budgeting. The plan includes the following elements:

- Land Use
- Housing
- Transportation
- Utilities and Capital Facilities
- Parks, Open Space, and Trails
- Sustainability
- Economic Development

Incorporated by reference are the following plans and documents:

- Island County, County-Wide Planning Policies, approved July 2017
- City of Langley Comprehensive Water System Plan, approved 2012 and subsequent amendments
- City of Langley Comprehensive Sewer System Plan, approved 2015
- City of Langley Comprehensive Storm Drainage Plan, approved 2009
- Critical Area Ordinance approved 1992 and including subsequent amendments
- Shoreline Master Program, approved 2013 and subsequent amendments.

County-Wide Planning Policies (CWPP)

The County-Wide Planning Policies provide guidance in the planning process. The Comprehensive Plan is consistent with the CWPP adopted on November 3, 2015 by the Island County Commissioners with subsequent amendments adopted on July 11, 2017.

Highlights of the CWPPs are as follows:

- The unincorporated part of the Urban Growth Area has been reduced based upon a lower population increase than was previously projected.
- Overlay designations have been modified and a process established to prioritize which lands in the UGA should be expanded into first (designated as PGA), which areas should be expanded into second, undesignated areas, and which area should be expanded into last (designated as AGA).
- Development outside of the UGA's shall be consistent with the County's definition of rural character.
- Urban growth shall occur only within designated UGA's and shall be orderly, compact, contiguous, and adequately served by urban services.
- A methodology has been created to guide future population projections and allocations to ensure consistency in addressing future growth needs.
- Guidance for the designation, location, expansion and modification of facilities of Countywide or Statewide significance to ensure compliance with GMA

requirements.

- Restriction for expansion of urban services and facilities outside of UGAs.
- Guidance for the administration of the Countywide Planning Policies between the County and Municipalities.

PUBLIC PARTICIPATION

As required by the GMA a comprehensive plan must be adopted and amended with public participation. The City of Langley adopted its first Comprehensive Plan in 1994 and associated development regulations in 1995. The Plan was updated again in 2002 and a substantial review was completed in 2006. This 2017 Comprehensive Plan uses the 2009 version with revisions made in 2013 as its base. As required by the State, the City began its periodic review of the document in 2015. The Planning Advisory Board (PAB) together with Planning staff worked together to update the Plan. Feet First, Washington state's only pedestrian advocacy non-profit organization, reviewed the draft Comprehensive Plan and provided valued input. Public input has been sought and received throughout the process and is documented in the summary of public comments held on file at City Hall.

From December 2015 until October 2017 the following events/meetings were held to discuss the Comprehensive Plan:

- 24 PAB meetings
- Two Parks and Open Space Commission meetings
- Four public hearings
- 15 Council workshops
- One joint PAB/Council meeting
- One public open house
- Three Intergovernmental Working Group meetings
- The Comprehensive Plan was discussed at eight regular Council meetings; and
- Draft documents have been posted on the website.

In the fall of 2020 as part of the annual update of the Comprehensive Plan the following amendments were made to the Plan to include new priorities for the City:

- Adding a goal regarding dismantling systemic racism to recognize that the City must begin to systematically review and change its policies and practices to create a more inclusive and anti-racist City.
- Add references and policies regarding form based codes as an innovative planning tool that will enable this type of zoning code.
- Add a Planned Unit Development overlay in Map LU-5 in support of amendments to Municipal Code Chapter 18.26.
- Add a new map UCP-7 that identifies the Retail Water Service Area for the City's water system.
- Adding a reference that the goals and policies in the Shoreline Master Program form part of the Comprehensive Plan.

VISION OF FUTURE FOR THE CITY OF LANGLEY

The City of Langley maintains its small town historic charm and unique sense of place

that is characterized by the convergence of beautiful and inspiring natural and built environments. Because of these wonderful assets Langley has been called the “Village by the Sea”. It continues to be a vibrant, artistic, human-scaled, and walkable community that supports social and cultural connections amongst locals and visitors. Due to these assets, Langley continues to be the artistic, cultural, retail, service and entertainment center for South Whidbey, attracting visitors, retirees, businesses and new families to the community.

Langley’s assets have been strengthened by new development and growth that fits with the strong sense of place and community identity while preserving key cultural, historical and environmental assets including:

- The marina has been further expanded to support economic development and marine access to the city as well as greater access to the waterfront for locals and visitors.
- New mixed-use, multi-family and single-family housing has been integrated seamlessly into the community in appropriate areas with high quality design that respects the local character and minimizes impacts on critical areas.
- The city continues to support a number of non-profit organizations that meet the needs of the local community.
- Knowledge workers, those that have the freedom to work anywhere, have increasingly chosen to locate in Langley with their families due to broadband access and the variety of artistic, natural, and cultural amenities.
- The city has preserved land in and around the city for recreation and environmental benefits.
- Artisan manufacturing and associated cottage industries have integrated into the city and are driving new investment in the local economy.

The City has continued investing in public infrastructure with new street design and public space investments that provide placemaking opportunities to be capitalized on by local community stakeholders as a means to increase the vibrancy, economic activity, social interaction and amusement in the downtown core.

To achieve the above vision the City of Langley has the following goals:

1. **Environmental Stewardship.** The City of Langley provides an effective stewardship of the environment to protect critical areas and conserve land, air, water, and energy resources as well as shoreline views.
2. **Downtown Vitality.** The City of Langley maintains and enhances the downtown core as the economic, cultural, retail and social hub of the community to attract residents, organizations and businesses to the community.
3. **Community Design.** The City of Langley encourages changes that promote livability, pedestrian orientation, and thoughtful design, and that limit stress factors such as noise, air pollution and traffic congestion.
4. **Local Economy.** The City of Langley uses local resources whenever possible to encourage local involvement in community actions and to enhance community pride. This should include continued encouragement of public and private

- involvement in community traditions, as well as encouragement of volunteerism and activism.
5. **Diverse Economy.** The City of Langley encourages the local economy by providing a timely review of projects and allowing a diversity in the range of goods and services. The City recognizes that as the economy changes, employment opportunities should be balanced with a range of diverse housing opportunities.
 6. **Diverse and Affordable Housing.** The City of Langley actively plans for diverse and affordable housing options that promote innovative styles of development that integrate seamlessly with existing development patterns.
 7. **Recreational Amenities.** The City of Langley enhances the opportunities for enjoyment of recreational activities, providing a range of activities for all ages. The enjoyment and educational value of such activities is enhanced by diversity in the available choices.
 8. **Arts + Culture.** The City of Langley encourages and supports cultural activities and the arts as an integral element of the community.
 9. **Public Investment.** The City of Langley identifies the public improvements needed to properly serve existing and planned future growth and the means to finance these improvements so that they are implemented in a timely and equitable manner.
 10. **Public Participation.** The City of Langley encourages community involvement by ensuring effective communication, providing ample and diverse opportunities for input, and empowering people to be involved in the planning, design and development process.
 11. **Partnerships.** The city commits to working with Island County, Port of South Whidbey, Island Transit, South Whidbey School District, and other relevant jurisdictions to coordinate and resolve regional issues.
 12. **Preservation.** The City of Langley identifies and encourages the preservation of lands, sites, and structures that have historical or archaeological significance. It will continue to preserve scenic entrances into Langley and enhance buffering between roadways and development.
 13. **Community Character.** The City of Langley preserves and enhances the existing small town and historic character of Langley.
 14. **Knowledge Based Businesses and Workers.** The City of Langley actively promotes Langley as a hub for knowledge based businesses and workers that have the freedom to locate anywhere.
 15. **Anti-racism and Social Equity.** The City of Langley is committed to dismantling systemic racism and to the advancement of equity in its community engagement, policies, procedures, services, and programs. The City will consider the diversity of our communities and seek to create an equitable, inclusive and accessible process for Black, Indigenous, people of color (BIPOC). Through the continued review and revision of City procedures, programs, policies, and systems the City will begin to create a welcoming, inclusive, safe, and equitable community for all to not only survive but thrive.

PLAN IMPLEMENTATION AND MONITORING

There are a number of tools used to implement the Comprehensive Plan. The main methods are through development regulations, such as zoning and critical area ordinances, and through capital improvement plans, such as sewer, water, parks, stormwater and roads. The City's fiscal resources must be factored into the preparation and adoption of these regulations and plans. The Comprehensive Plan goals and policies are the basis upon which development regulations and capital improvement plans are prepared. Regulations and capital improvement plans must be consistent with the Comprehensive Plan.

This section introduces the plan implementation and monitoring procedures to establish a system for measuring progress and success obtained in implementing the goals, and policies in the City of Langley's Comprehensive Plan. This process also prepares the City for updates in the future.

Planning is an ongoing process and improved data or changing circumstances will require amendments to the comprehensive plan. In particular, pursuant to the State Growth Management Act, the plan can be updated no more often than once a year to reflect revisions to the Office of Financial Management population estimate and revisions to the Capital Facilities Plan. The annual update can also address any specific concerns, clarify inconsistencies that were identified during the year, and review the adequacy of the adopted level-of-service standards.

The community's vision and quality-of-life goals provide long-range guidance for the City. To maintain consistency and allow sufficient time for decisions to take effect, these plan goals and policies should not be changed more than every five years. However, as specific objectives or policies are achieved, or as new issues emerge, revisions to the plan may be required to continue progress toward the overall goals.

Any affected citizen or property owner can request amendments to the Comprehensive Plan. However, the plan may not be amended more than once a year and therefore, requests for amendments will be deferred to the annual review. The Planning Advisory Board shall review the comprehensive plan and propose any needed amendment(s). Additional public input may be sought depending on the nature of the amendment. A public hearing must be held to solicit comment. After further review, a formal recommendation is made to the City Council. The Council may hold a public hearing, make modifications if necessary, and adopt the proposed amendment(s) to the Comprehensive Plan. By reviewing and updating the plan on a regular basis, Langley can rely on this document in decision-making and can maintain public interest and support of the planning process.

Plan Monitoring/Amendments

The policies found in the Sustainability Element Goal S-7 direct the City to establish an implementation framework for the Comprehensive Plan and that it be tied to the capital planning and annual budgeting process. To be effective, the implementation framework should also include indicators, bench marks and targets that can be monitored over time to ensure the Plan is achieving its goals, its consistency with the city vision, Growth

Management Act requirements and policies, and the County Wide Planning Policies. When necessary amendments shall be made.

GROWTH MANAGEMENT ACT GOALS

Urban Growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

Reduce Sprawl. Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

Transportation. Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.

Housing. Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing.

Economic Development. Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth, all within the capacities of the state's natural resources, public services, and public facilities.

Property Rights. Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.

Permits. Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.

Natural Resource Industries. Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.

Open Space and Recreation. Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.

Environment. Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.

Citizen Participation and Coordination. Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

Public Facilities and Services. Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

Historic Preservation. Identify and encourage the preservation of lands, sites, and structures which have historical or archaeological significance.

Shorelines.¹ The goals and policies of the State Shoreline Management Act (RCW 90.58.020) are goals and policies of the Growth Management Act.

¹ Shorelines are added as a GMA goal in RCW 36.70A.020 by a footnote.



Land Use Element



LAND USE ELEMENT

This Land Use Element has been developed in accordance with Section 36.70A.070(1) of the Growth Management Act to address land uses in the City of Langley Urban Growth Area. It represents the community's policy plan for growth and change over the next 20 years. The Land Use Element describes how the goals in the other plan elements will be implemented through land-use policies and regulations, and thus, it is a key element in implementing the comprehensive plan.

The Land Use Element has also been developed in accordance with the County-Wide Planning Policies and has been integrated with all other planning elements to ensure consistency throughout the comprehensive plan. The Land Use Element specifically considers the general distribution and location of land uses, the appropriate intensity and density of land uses given current development trends, the protection of the quality and quantity of water supply, the provision of public services, the control and treatment of stormwater runoff, and the desired balance between growth and the retention of village character.

VISION FOR THE FUTURE OF LANGLEY

The City of Langley maintains its small town historic charm and unique sense of place that is characterized by the convergence of beautiful and inspiring natural and built environments. The city continues to be vibrant, artistic, human-scaled and walkable and supports social and cultural connections amongst locals and visitors. Due to these assets, Langley continues to be the artistic, cultural, retail, service and entertainment center for South Whidbey, attracting visitors, retirees, businesses and new families to the community.

The city is currently not constrained by the availability of land. However, it is constrained by the small amount of land designated for multi-family and small-lot, single-family development. The constraints include the lack of available vacant lots in the multi-family and RS5000 zone districts, and the presence of critical areas that can limit development on larger lots. Nonetheless, the city has adequate land within the city limits for our needs for the next 20 years. Through the use of creative rezoning, infill and redevelopment Langley can easily provide the housing and economic development which will keep the city vibrant and growing.

Additionally, being a small community with a limited tax base, the City has finite financial resources. Development is limited in part as sewer services are not currently established throughout the City. Coordination between the Land Use Element, the Housing Element, and the Utilities & Capital Facilities Element will be essential in producing a plan with accurate projections for development. The Land Use Goals and Policies in this Element will guide decision-making to achieve the community goals as articulated above.

URBAN GROWTH AREA AND JOINT PLANNING AREA

In 2016 a new Urban Growth Area was established based on population and employment statistics provided by the Washington State Office of Financial Management (OFM) and requirements adopted by the County-wide Planning Policies. Information recently provided by OFM and accepted by the County document that over next 20 years the

existing Langley City Limits can accommodate 1667 persons (a net addition of 600 people over the existing population) based on existing zoning. Other considerations were based on environmental constraints and existing infrastructure and services. New development requiring urban services are located in the Urban Growth Area (UGA), consistent with the Comprehensive Plan and implementing development regulations. Sewer and water, drainage facilities, utilities, telecommunication lines, and local roads will be extended to development in these areas specifically targeted for future growth. Figure LU-1 shows the Urban Growth Areas across Island County and Figure LU-4 shows Langley's UGA.

Further, the city and the county will work together to identify lands within the Joint Planning Area (JPA) for designation as either a Priority Growth Area (PGA) or Auxilliary Growth Area (AGA). The PGA designation identifies lands that are to be considered first for any potential future UGA expansion. The AGA designation identifies lands which will be considered last for potential future UGA expansions. Figure LU-2 shows the Joint Planning Area overlays and Figure LU-3 shows the land use designations for lands within the JPA.

THE NATURAL ENVIRONMENT

The descriptions presented in this section provide information relevant to the planning process but does not include all of the data or information available. Langley is made up of people, buildings, and urban infrastructure, as well as wildlife and related habitat. Cities including Langley are imposed on a landscape which includes wetlands, steep slopes, aquifer recharge areas, fish and wildlife habitat conservation areas, and frequently flooded areas. These elements are defined in state law (GMA) as Critical Areas and are required to be protected. Often, these elements overlap, so that a wetland acts as an aquifer recharge area as well as wildlife habitat. Critical Areas are not necessarily contiguous.

Topography and Geology

The City of Langley covers an area of approximately 644 acres or 1 square mile. Most of central Langley is situated in a bowl-shaped depression, which is part of a small drainage basin, sloping toward a bluff overlooking Saratoga Passage. The 50-foot-high bluff is protected in places by a seawall; where it is not, the bluff is more vulnerable to erosion. The results of bluff slides are in evidence, including in the downtown area of the city. Several narrow drainage basins characterize the east end of Langley, which also slopes toward the passage. The topography ranges from sea level along Wharf Street to about 250 feet above sea level on the City's boundary to the south. (See Figure LU-6.)

There are lands in the community that are not suitable for development due to topographical constraints. For example, some steep slopes (in excess of 15%) are low in strength and unstable in nature, are costly to be developed and, in certain areas, are not suitable for development. The geology determines the relative stability of a region, whether or not the area is prone to shifts or sinkholes, the rate of groundwater drainage, or whether significant mineral resources exist.

Soils

The load-bearing capacity of soil, the hydric properties, erosion potential, and characteristics with respect to shrink-swell potential all play a significant role in

development of land. In particular, the hydric properties determine the potential for septic tank usage, indicate the existence of wetlands, and signal the potential for other environmental concerns. In addition, soils are the primary determinant in designation of “unique” or “prime” agricultural land.

The Soil Survey conducted by the US Soil Conservation Service for Island County, including Langley, includes detailed soil maps that can be used for site selection and planning. The survey explains in great detail each soil's suitability for agricultural, residential, sanitary facility, recreational, woodland, wildlife habitat, and other land uses.

Surface Water

Streams, wetlands and their adjacent riparian areas are critical ecological features as well as forming part of Langley’s scenic backdrop. Maintaining high water quality is both a community and state imperative.

Reduction in water quality will not only reduce the environmental and scenic value of the streams, but it may also threaten the ground water that is connected to the surface water system. These streams are shown on the Critical Areas Map (Figure LU-7). The City of Langley Urban Growth Area is drained by three natural drainages/streams that originate south of the city and drain through the city generally in a northerly direction and into Saratoga Passage. The surface water quality is generally good. However, future development must consider point-source discharges, non-point-source discharges, and soil erosion, as well as development that strips the habitat or changes the flow of the streams in ways which damage the viability of the ecological system.

Ground Water

Ground water is the water that is beneath the surface of the ground, consisting largely of surface water from precipitation, streams and wetlands, that has filtered through the ground to the aquifer below. The ground where this filtering process takes place is called an aquifer recharge area. The quality of recharge areas and surface water needs to be protected to ensure the quality of the ground water. Ground water pollution is very difficult, often impossible, to clean.

Island County was federally designated as a ‘Sole Source Aquifer’ in 1982. The City uses two aquifers in the area as main sources of drinking water. The City operates three wells, with a combined capacity of 400 gallons per minute. (see also discussion in the Water section of the Utilities/Capital Facilities Element).

Frequently Flooded Areas

The Federal Emergency Management Agency has established the National Flood Insurance Program (NFIP) to enable property owners in participating communities to purchase insurance protection against losses from flooding. As a participating jurisdiction, the City of Langley has adopted floodplain management regulations to reduce future flood risks for development in the Special Flood Hazard Areas (SFHA). The floodplain boundaries and Base Flood Elevations (BFE) are established based upon the 1% annual chance flood (100-year) and are shown on the Flood Insurance Rate Maps (FIRM). Flood hazard areas in Langley are located on the coast, due to the risk of flooding caused by storm surges and

waves action. Offshore seismic events can also increase the flood hazard. These flooded areas are also designated as critical areas and mapped on the Critical Areas Map (Figure LU-7)

Wetlands

Wetlands are fragile ecosystems that provide valuable functions including water quality improvements, floodwater storage, fish and wildlife habitat, aesthetics, and biological productivity. Several wetland areas have been identified and mapped as shown on Figure LU-7; however other wetlands may be identified on a case-by-case basis, as new developments are proposed or as other information becomes available. To provide additional information, areas of the City that have a high probability of having wetlands are shown on Figure LU-7. All wetlands are designated as Critical Areas and any proposed development is guided by the City's Critical Areas regulations as well as state and federal statutes.

Vegetation and Wildlife

Disturbance of ecological communities and division into isolated habitats are the major causes for the decline in animal and plant species. Conserving viable ecological habitats in an interconnected system is the most effective way of conserving vegetation and wildlife. Many habitats that are conserved for environmental or scenic reasons cannot survive division into small isolated land parcels. In addition, there is growing awareness and recognition of the value of wildlife corridors that accommodate feeding areas and migration patterns. Terrestrial wildlife need to be able to move from one habitat area to another. Therefore, designation and protection of corridors for wildlife movement is an important consideration. For example, much of western Washington, including Langley, is part of the "Western Pacific Flyway," a bird migration pathway.

Vegetation

The climate of South Whidbey has contributed to the predominantly forested natural environment in and near Langley. Originally the area was covered by dense forest, but little old growth forest remains. Mild weather, abundant rain, and a long growing season (202 days) support continued forest growth and agriculture in the region. Douglas Fir, Western Red Cedar, Western Hemlock, and associated understory border the city. There are various invasive plant species that require vigilant management such as bamboo, knot weed, and scotch broom to name a few.

Wildlife

"Big game" in the Langley area is limited to black-tailed deer that use the upland woodlands and agricultural areas. Other upland wildlife includes ring-necked pheasant, California quail, raccoon, coyote, great-horned owl, barred owl, and bald eagle. Rabbits have become an increasing nuisance in the City. A large number of waterfowl are found in saltwater and intertidal zones; among them common and Barrow's goldeneye, bufflehead, old squaw, and white-winged and surf scoter as well as eagles, herons, and gulls. Saratoga Passage is a common otter trail and is part of a salmon migratory route. Benthic organisms include shrimp, geoducks, clams, crabs, and mussels. The City Code identifies priority habitats and species that are considered Critical Areas.

Shoreline Master Program

Shorelines are another valued resource in Langley. Shorelines¹ are specifically designated environmental feature and are protected and managed by the City's Shoreline Master Program (SMP). In Langley, the shoreline area that is regulated by the City's SMP includes:

- The Puget Sound shore within the City's municipal boundary;
- The open water and tidelands extending to the middle of the Sound; and
- The upland area landward 200 feet of the Ordinary High Water Mark (OHWM) roughly equivalent to the Mean Higher High Mark or MHHW).

Adopted in 2013, with updates to be completed in 2021, the SMP implements the Washington State Shoreline Management Act and its policies. These policies include protecting the ecological function of the state's shorelines and their associated natural resources by identifying areas for preferred uses and economic development, restoring previously impacted shorelines, and providing opportunities for the general public to have access to and enjoy shorelines.

The SMP includes an extensive characterization and inventory of shoreline citywide. The goals and policies of the SMP are incorporated into the Land Use element by reference. All other parts of the SMP, including use regulations, are considered part of the City's development regulations.

Climate Change

In 1990, the First Assessment Report of the Intergovernmental Panel on Climate Change was produced. A consensus of thousands of climate scientists the world over, it contained a prediction of the global mean temperature trend over the 1990–2030 period. Currently, halfway through that period, the predictions are proving to be accurate. The changes observed in the climate include a warming trend of 0.55 degrees over the past 20 years.²

Scientists project average annual temperatures in the Pacific Northwest will be almost 2 degrees higher by the 2020s and almost 3 degrees higher by the 2040s, compared with 1970-1999 averages.³ This means milder winters and hotter summers which result in more rain and less snow in the winter months, when water demand is lowest, and less rainfall in the summer, when water needs are greatest for agriculture, fish and communities.

As global temperatures rise, the oceans warm slightly and expand, ice caps and glaciers melt, and more precipitation falls as rain instead of snow. This causes sea levels to rise. Most climate change models forecast a global sea-level rise of half a meter (over 1½ feet) by 2100. Globally, sea levels rose four to ten inches in the last century. Researchers expect sea levels to continue rising.

¹ Shorelines are defined in RCW 90.58.030.

² Frame, David J and Stone, Daithi A. Assessment of the First consensus prediction on climate change. Nature Climate Change, 2012, vol. 2, issue 12.

³ University of Washington - Climate Impacts Group

Coastal communities are particularly vulnerable to the effects of climate change which can include:

- Coastal community flooding
- Coastal erosion and landslides
- Seawater well intrusion, and
- Lost wetlands and estuaries.⁴

Recent climate modeling results indicate that "extreme" weather events may become more common. Rising average temperatures produce a more variable climate system. Localized weather events could include

- windstorms
- heat waves, droughts
- storms with extreme rain or snow, and
- dust storms.⁵

THE BUILT ENVIRONMENT

In many ways, the built environment of present day Langley is typical of other communities in Puget Sound, with 19th century antecedents that still persist and thrive as small towns. There is the concentrated commercially-oriented downtown with strong waterfront connections accessed by scenic entranceways established over a century ago. There is the ring of medium and higher density housing just outside the downtown with a development pattern dictated by the lot and block grid of the original 1891 Plat of Langley. There is the modest post-war expansion of residential areas in small- to medium-sized subdivisions, interspersed with historic homes that were once associated with small farms. Finally, there is newer infill development that reflects current trends such as mixed-use housing in downtown and cottage development around common social spaces. The following sections examine aspects of the built environment of Langley.

EXISTING LAND USES

In terms of raw acreage, Langley has approximately 644 acres (1 square mile) inside the city limits. To understand more fully the distribution and character of Langley land uses, see Tables LU-1, -2 below and Figure LU- 10. This inventory is within the City only. The existing distribution of land uses is one tool that can be used to gauge the proportion of total land area that the City will need to devote to each land use in the future.

**Table LU-1
Land Status by Zone District**

Zone	Total Area (acres)	13% Critical areas reduction	Fully Developed	Under developed (acres)	Vacant (acres)
RS1500	238.34	207.36	45.95	123.87	68.52
RS7200	165.16	143.69	52.35	78.85	33.96

⁴ http://www.ecy.wa.gov/climatechange/risingsealevel_more.htm

⁵ Ibid.

RS5000	18.59	16.18	14.63	2.99	0.97
MixedRes	22.33	19.43	21.23	0.73	0.37
Central Business Neighborhood	15.7	13.66	13.72	1.27	0.71
Business	17.08	14.86	6.37	3.59	7.12
Public Use	102.55	NA	NA	NA	NA
Totals:	579.75*	415.18	154.25	211.3	111.65

Source: City of Langley Planning Department 2017

* excludes rights-of-way and roads

The following subsections examine the main categories of existing land use in greater detail.

Residential Land Use

This category includes single-family, duplex, and multi-family structures, including cottage housing, planned unit developments, clustered housing, townhomes, manufactured housing, foster care facilities, group quarters, and cooperative housing. Residential land uses constitute almost 70% of the total land area within the current city limits. The following table shows the number of dwellings by broad housing typologies as per 2016.

**Table LU-2
Numbers of Dwelling Units by Typology in 2016**

Housing Type	Land area in acres	Unit Number	Average Density/acre
Single-Family Detached	422.09	537	1.2
Multi-Family, Duplex, Mixed-use	22.03	212	9.6
TOTAL	444.12	749	1.7 units/ac

Source: City of Langley Building Permits Log

As the table indicates, single-family residential dominates with over 70% of the total number of housing units, but just over a third of Langley’s housing stock is of the duplex or multi-family type. Multi-family development and smaller single-family lots are concentrated immediately south of the central business district and near Camano Avenue and includes the Brookhaven Senior Center, the Saratoga Terrace Family Project, several private condominium projects, and development west of Anthes Avenue. The overall residential density is quite low with 1.7 units/acre for residentially zoned land or just over 1 unit/acre across the whole city. Increasing density through infill that is sensitive to the small-town character found in Langley can be a net benefit by utilizing existing infrastructure, potential for alternative and more affordable housing options. This can also result in greater use of Langley’s businesses and services.

Commercial Land Use

This category includes land zoned for retail and wholesale trade, offices, hotels, motels, restaurants, service outlets, and related services. Commercially zoned land constitutes about 5.1% of the total land area within the city limits, or 33 acres, with the strongest concentration within the historic downtown area. The commercial land use designation does not include the Fairgrounds.

Higher intensity land uses occur in the downtown business district with denser development of professional offices, retail stores, and mixed residential and commercial uses. Recent trends in this area include mixed-use development, with small numbers of residential units above ground floor retail or office. Smaller commercial areas exist along Camano Avenue, Third Street, and at the corner of DeBruyn Avenue and Second Street. These areas contain lesser intensity (retail uses are restricted) commercial land uses. That these neighborhood commercial areas have not seen any significant new development or redevelopment in recent years would suggest a continuing preference by retail, office, and service businesses for downtown locations.

Agricultural Use

There is no agriculturally zoned land within the City limits. However, there is land within the city that is actively used for agriculture. There is also an increased interest and emphasis on the creation of community gardens, and the city also promotes a local Farmer's Market to encourage local and regional agricultural use.

Cottage Industry or Makerspace Land Use

The City does not currently have any land zoned for industrial land uses. However, some limited activity of this type does occur within the city as small scale 'cottage industries' or makerspace. This land use is regarded as a desirable designation for artists who work in wood, stone, glass, or similar media. The City encourages small low-impact manufacturing businesses that do not negatively affect neighbors. Examples of this use include doll making, leatherwork, glass blowing, etc.

Historic and Archaeological Resources

This category includes historic buildings, and archaeological and prehistoric sites which have been designated with special protective status. There are a seven buildings and sites that have been designated by the city's Historic Preservation Commission, and these may also be eligible for state designation as shown on Figure LU-9. The only site that is listed on the National Register of Historic Places is the Dog House Tavern on First Street.

Recreational Lands

This category includes community parks, pocket parks and marina facilities. Facilities that are part of an educational institution are not included in this category. Principal recreational lands include Langley Park, Hladky Park (aka Whale Bell Park), Seawall Park, Boy and Dog Park and pedestrian access, Generation Park, Phil Simon Park, Mildred Anderson and Faye Bangston Memorial Park, and the Port of South Whidbey Marina.

Parks and Open Space

This category includes lands designated as critical areas, privately owned lands that are permanently set aside as open space (such as within the Cedars subdivision), and publicly owned open space. An integrated system of open spaces and open space corridors perform important functions in improving the quality of life and acting as buffers and connections between various land uses. Open spaces may also provide opportunities for walking trails, whether public or private. Other open spaces in and around the area are acknowledged as private lands. It is important to preserve natural, open space buffers along entrance roadways into Langley. Figure POS-2 shows the parks and open spaces in the city. The previous Comprehensive Plan included an element for scenic corridors both within the Joint Planning Area and the City. This element has now been incorporated throughout the Comprehensive Plan.

Vacant/Undeveloped Lands

As shown on Table LU-1 this includes over 300 acres of vacant, undeveloped or underdeveloped acreage. Most of the land in this category is in platted lots and larger unplatted lots scattered throughout the community.

PUBLIC FACILITIES AND SERVICES

Public Facilities and Services

Within the City of Langley a total of approximately 86 acres (14.6%) are devoted to public uses exclusive of transportation facilities. This land includes City Hall, a City maintenance facility, South Whidbey Middle School, fire station, library, water and sewer facilities, telephone facilities, postal facility, the Fairgrounds and City parks.

Water System

The water system in the city currently provides domestic and commercial service to 694 connections within the city, and an additional 110 connections outside the city limits. The system includes three active wells, a 650,000-gallon storage tank, and three booster pump stations, which are fed by two aquifers. The quality of the water is good, and the service is adequate to meet present and future needs, with the consumption for residential and commercial uses at 46⁶ gallons per day (gpd) per capita which is well below the national average of between 80 and 100 gallons per day. This translates to approximately 146 gpd per equivalent residential unit (ERU).

In 1990, Island County's Coordinated Water System Plan (CWSP) was prepared and adopted by all jurisdictions. The Regional Supplement is a set of County-wide policies to ensure that water system planning and development are orderly, efficient, and responsive to the objectives of the Island County Comprehensive Plan. The CWSP identifies the Retail Water Service Area for Langley's system. This area is generally consistent with the City's Joint Planning Area with the County and is shown on map UCF- No. 7.

⁶ Personal communication with Randi Perry, Public Works Supervisor

Wastewater Disposal Facilities

The city is served by a secondary sewage treatment plant and collection system located at the southwest edge of the city on Coles Road. The plant installed in 1992 is able to accommodate the population growth expected to be served by the city sewer system over the next 20 years. Currently, approximately 60 percent of the households in Langley are served by the sewage treatment system. It is the city's long-term goal that all properties in the City will be served by sewer. As a result, on-site treatment of waste water is limited to existing single-family lots and is not intended to facilitate increased density. Rates have recently been increased to build the utility reserve fund for future improvements.

Solid Waste Disposal

A private company provides solid waste collection. Island County operates the landfill near Coupeville and the transfer stations where individuals can take their solid waste for disposal. Recycling facilities are located at Bayview and Freeland.

Medical and Emergency Facilities

Emergency medical services are provided by Whidbey General Hospital. The South Whidbey Fire District provides emergency medical transportation. A variety of other clinics and facilities are available throughout the South Whidbey area.

Police and Fire Protection

The City currently employs five full time police officers (including the police chief) and a reserve officer corps. Police offices are located in City Hall. The city is part of Fire District No. 3, which provides fire protection service. The Fire Station is located on Camano Avenue. The city has a very good rating with the Washington State Fire Rating Bureau and the city has adequate water and hydrants to ensure fire safety.

Public Education Facilities

The Langley Middle School is located within the City limits and has served students in the sixth through eighth grades since 1982. The Middle School site includes an auditorium and ball fields for school and non-school use. In late 2016 the School District announced the Middle School buildings would no longer be used for teaching and that it would seek other tenants for the buildings. The grounds will continue to be used by the School District. Whidbey Island Center for the Arts (WICA) is located on the school property by joint agreement between the School District and the Island Arts Council. Also located on school property are private facilities such as Island Dance and the South Whidbey Children's Theater. The closing of the Middle School has resulted in the School District wanting to establish flexibility for its future use so it can continue to be a resource to the community. Due to its proximity to the performing arts organizations the Comprehensive Plan is establishing an Arts and Recreation District overlay for this area as shown on Figure LU-5.

Library

The library is a very important part of the community and meets the needs of the residents of the City and South Whidbey. The building and land are owned by the City and under

the operation of the Sno-Isle Library District. The facility was expanded to double its size in the mid-90s.

Transportation Facilities

The amount, location, and quality of our multi-modal transportation system is detailed in the Transportation Element.

FUTURE NEEDS AND ALTERNATIVES

This section of the Land Use Element explains population trends and, based on the anticipated Langley population 20 years in the future, analyzes the inventory of land by zoning district within the Langley Urban Growth Area.

Population and Demographics

The analysis of local population and demographic trends is important for a broad understanding of the community and to anticipate future needs. This analysis is required by State law and is used to guide the sizing of a jurisdiction’s UGA. The analysis of population projections for the next 20 years uses the Washington State Office of Financial Management projections for the total county area (required pursuant to the State Growth Management Act) as its base, together with U.S. Census Bureau data and local area specifics.

Population Changes

Since 1980, the population has risen from 650 residents to an estimated 1,135⁷ in 2016. Throughout this period, the population of Langley, as a percentage of the county’s total population, has been consistent at approximately 1.5%. Table LU-4 shows that, the city has been experiencing modest fluctuation in decennial growth, ranging from a high of 191 (23% increase) from 1980 to 1990 and a low of 76 (7% increase) from 2000 to 2010. However, the Buildable Lands Analysis and Growth Projections prepared by Island County shows Langley is projected to gain a net of 89 persons by 2036.

LU - 4				
Population Growth Since 1990				
Year	Population	Change from Previous Decade	Island County Population	Langley as a percentage of County Population
1990	845	-	60,195	1.4%
2000	959	114	71,558	1.3%
2010	1,035	76	78,506	1.3%
2015 est.	1,100	65	80,600	1.4%

Projected Population Changes

In accordance with the State Growth Management Act, the State Office of Financial Management (OFM) publishes 20-year population projections for each county. Projections for each of the cities within each county are not provided. The OFM publishes three ranges of population projections for each county: low, medium, and high. In accordance with

⁷ Source: State Office of Financial Management (OFM), April 2016

RCW 43.62.035, the median range represents OFM’s most likely estimate of a county’s population. Island County was one of seven counties with substantially revised population projections since the State projections in 1995. Over the last 20 years the projections for Island County have been higher than the actual population increases. Calculated projections for Langley based on a percentage of the total County projection are shown in Table LU-5 below.

**TABLE LU-5
Population Projections**

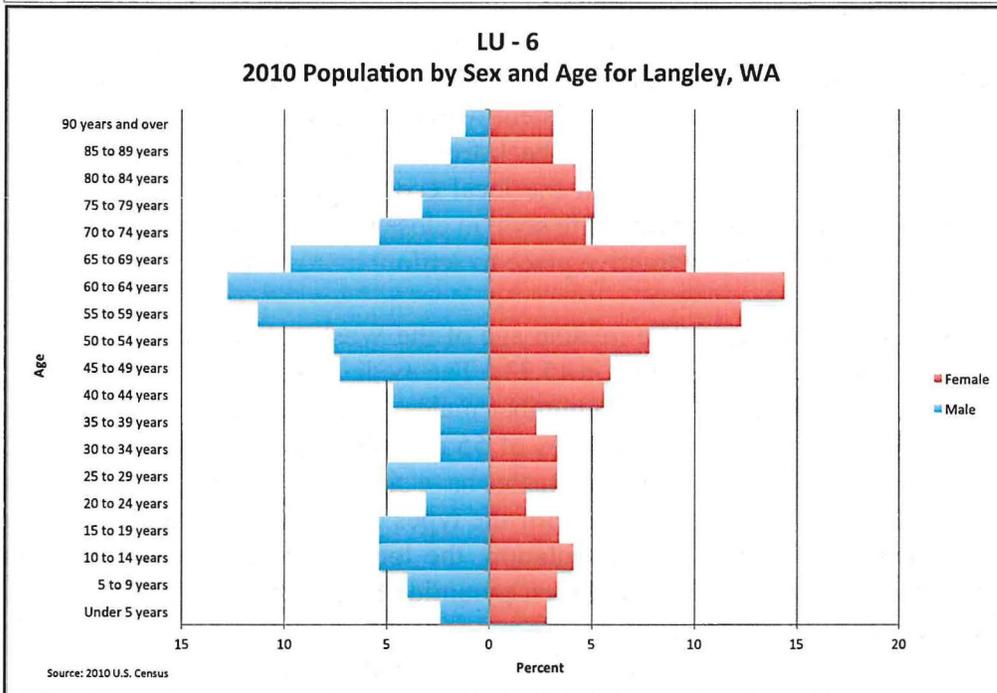
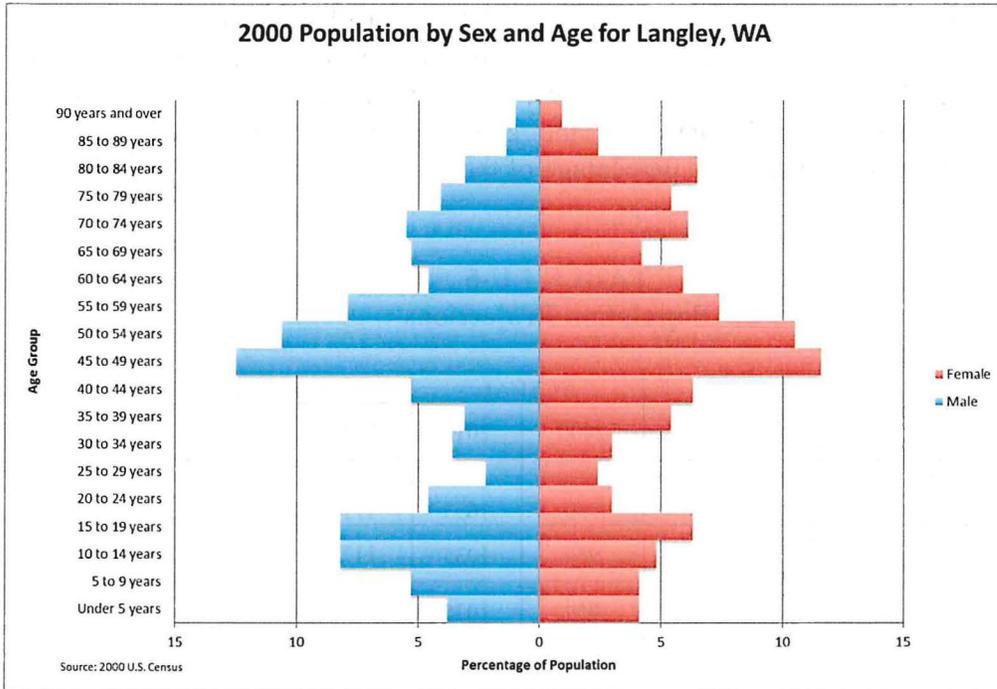
	ACTUAL		PROJECTED	
	2000	2010	2036	% increase (20 yrs.)
Alternative 1 – Based on 2036 Population Projection and UGA Allocations	959	1035	1124	8%
Alternative 2 – Based on 10% Increase to Preliminary UGA Allocations	959	1035	1172	12%
Alternative 3 – Based on 20% Increase to Preliminary UGA Allocations	959	1035	1219	15%

Projected Population

The State population projections (compared to the projections made in 1995) for the next 20 years are based on the premise that the Island County population is expected to grow at a moderate rate. This projection rate is consistent with State Code, acknowledges that the state and federal economies have rebounded back from the recession, recognizes tourism will continue to play an important role in the local economy, and that individuals and families looking for a small town or rural life style in close proximity to a larger center are finding South Whidbey Island an attractive place to settle.

Age Distribution of Population: The median age of the Washington State population is 38.21. The median age for Island County is 45.33.⁸ The median age for the city of Langley is 58.72. In most age cohorts, females outnumber males. The greatest concentrations, by both age and gender, occur between the ages of 55 and 69. The next largest subgroups occur between the ages of 45 to 54. These statistics have significant implications for future housing needs (both type and location), and for the types of services that will be needed. Given the advancing age of the local population, the location of medical services and facilities may become critical. The population pyramids below show that between 2000 and 2010 Langley has been losing young people and families. Adding more young working families would make Langley a more demographically balanced community.

⁸ Source: State of Washington, Office of Financial Management



HOUSING

Home Ownership

The proportion of owner-occupied to rental units has remained relatively constant over time. As of 2010 Langley has a housing tenure ratio of 50 percent owners to 35 percent renters. The implications for housing planning are analyzed in the Housing Element. However, there is an increasing trend of people owning homes in Langley that are their second homes. These units may be used by the owners themselves as a vacation home or these units may be rented out as vacation rentals. Over the long term if this trend continues

this can impact the character of a community as well as reducing the long-term rental housing stock.

**Table LU-7
Housing Tenure
2000 & 2010**

	2000		2010		Net Change	
	Count	Percentage	Count	Percentage	Count	Percentage
Owner-Occupied	269	49.6%	318	46.9%	49	18%
Renter-Occupied	217	40.0%	237	35.0%	20	9%
Seasonal	22	4.1%	62	9.1%	40	180%
Vacant	34	6.3%	61	9.0%	27	80%
TOTAL	542		678		136	

Source: 2000 & 2010 United States Census

Household Size

The average household size decreased from 2.18 to slightly below two persons per household between 1990 and 2000. The 2015 OFM estimate for household size in Langley is 1.86 persons per household, evidence of a continuing drop in this demographic measure. Smaller households tend to increase demand for housing units.

Housing Affordability

The typical measure of housing affordability is that a household pays no greater than 30% of its household income on shelter and shelter related costs. Renter households are typically more rent burdened than households owning their homes. There is more detailed discussion in the Housing Element.

Per Capita Median Income

Based on information developed for the Housing Element, approximately one-third of the households in Langley have incomes less than 50 percent of the county median (approximately \$45,000). The median household income in Langley is \$38,523⁹.

FUTURE LAND USES

Settlement in Langley has occurred irregularly around the city, with the density of settlement increasing toward the center. New residents have been attracted to the bluffs above Saratoga Passage to take advantage of views and being close to the downtown area due to proximity to services and the availability of multi-family housing. The lack of sewer mains to serve the more western and eastern sections of the city has limited residential development in those areas. Some areas developed since the 1970s for single-family residential use follow suburban development patterns.

Unlike the land-use inventory described above, a land availability analysis can determine how much land is vacant or significantly underdeveloped and thus ripe for potential new development. This analysis can be refined further by examining the amount of land

⁹ Based on 2014 American Community Survey 5-year estimate

available for each type of land use if the available lands develop in accordance with existing zoning.¹⁰ Currently, the city is divided into the following zoning districts:

CB	Central Business
NB	Neighborhood Business
RS 5000	High Density Residential (9 units/acre)
RS 7200	Medium Density Residential (6 units/acre)
RS 15,000	Low Density Residential (3 units/acre)
RM	Mixed Residential (multi-family) (15 units/acre)
P-1	Public Use

The allocation of total area for each district is described in Table LU-7, and the total area is further broken down into developed (which includes active applications), underdeveloped, vacant, and agricultural use.

Table LU-1 shows that there is considerable underdeveloped and vacant land within the City limits to accommodate future growth. However, the lack of sewer limits the ability to further develop lands in the RS15000 and Neighborhood Business zone districts.

There is limited vacant or underdeveloped land in the Central Business zone district. In recent years a number of commercial buildings in the Central Business district have been remodeled or are being remodeled by new tenants/ owners or existing businesses. This has resulted in fewer vacant storefronts as well as improving the streetscape. Other activities including the Second Street Complete Streets project, the growing number of public art installations, improvements undertaken by the Historic Preservation Commission and the extensive landscaping undertaken by Langley Main Street are all resulting in the creation of an attractive and more vibrant downtown.

Land in the Neighborhood Business zone district has been slow to develop. Being located outside the central business area makes it less visible for customers and therefore less desirable to locate a business here.

Development within Langley over the last 30 years has virtually exhausted the inventory of land zoned for multi-family housing, with less than an acre of vacant land within the RM zone district. Only 5.3 percent of residentially zoned land is within the RM zone district, resulting in almost 95 percent being zoned for single family and duplex residential units. Accessory dwelling units are also permitted in these zones. There is an identified need for more housing units and for housing that is more affordable for working people. In the City and across Island County housing is becoming increasingly more expensive and there is less inventory available both to purchase and to rent.

Below are some possible strategies to increase multi-family housing options which in turn can improve affordability:

- Creating pockets of land zoned for higher density in certain locations

- Permitting multi-family residential development in single family zones through a form-based code overlay
- Encouraging sensitive infill development
- Reducing barriers to accessory dwelling units, both attached and detached
- Establishing smaller lot sizes
- Reducing utility connection fees
- Increasing building heights
- Reducing parking requirements

Mixed Use Planned Unit Development

In 2020 as a result of a request by the owners of the 40-acre sized property located on Coles Road, south of the Wastewater Treatment Plant the City prepared code amendments to enable mixed use planned unit developments (PUD). The existing PUD code does not permit a mix of housing types or a mixed-use neighborhood.

The new PUD code will apply to properties five acres or larger and eligible properties are identified on Map LU-5. The code will enable higher densities, creative site design and require affordable housing units. Residential densities should be determined by setbacks, heights, and lot coverage, factoring considerations which include proximity to arterials; availability of transit service, and proximity to planned amenities (e.g., park and recreation facilities).

In accordance with the Growth Management Act, the City has adopted a Land Use Designation Map (see Figure LU-10) that describes the general type and distribution of land uses for the future. The zoning map must be consistent with the Land Use Designation Map.

GROWTH IN CONTEXT

Growth and change is inevitable and therefore must be planned for in ways that are consistent with the City's vision and context as a small historic coastal community. The Growth Management Act requires that urban growth be concentrated in jurisdictions that have full services of water and sewer and restricts development in rural and resource areas. The larger Puget Sound region has been experiencing tremendous growth, and since 2010 the Seattle Metro Area has gained approximately 1,100 new persons per week. According to the Puget Sound Regional Council Vision2040 five million people are expected to live in the region by 2040. While Langley and Island County are not part of the Puget Sound Regional Council, we are located in the greater Puget Sound region and some of this growth pressure will inevitably impact our community. A number of factors will continue to influence this:

- Technology enhancements offer the ability to work remotely
- Relative affordability of housing compared to communities on the mainland
- Improved public transit that includes free bus service and growing vanpool use
- Retiring baby boomers seeking a small town with a high quality of life
- A vibrant and expanding visual and performing arts community
- Expansion of the US Naval Base in Oak Harbor

- Expansion of Paine Field in Everett to include commercial domestic flights

One of the foundational goals of the Comprehensive Plan is to ensure that all new development and redevelopment meets the community's vision outlined in the Executive Summary. Toward meeting those expectations, new and redevelopment proposals must be analyzed *in context* with the local neighborhood and Langley in general. The following sections describe some of the most critical points to consider.

ANALYSIS OF PHYSICAL CONDITIONS

Good planning, particularly for undeveloped lands (AKA greenfield sites), must consider environmental limitations to preserve critical areas and hazard lands and also to avoid expensive site modifications. The following briefly describes the most critical biophysical constraints that are a factor in the City of Langley.

GEOGRAPHIC CONSTRAINTS

Runoff and Drainage Constraints

The topography, soils, the slope of the land and extent of impervious surfaces determine runoff and drainage. Development is regulated to prevent increased runoff to adjoining and/or downstream locations, increased volume and rate of stormwater runoff, and increased potential for pollution of Puget Sound. Development in areas prone to ponding is not recommended. Such development could also potentially alter natural recharge processes and cause drainage and environmental problems in areas where runoff has been diverted.

Geological Hazardous Areas

Much of the steep-slope area along the bluff above Saratoga Passage is unsuitable for development because of instability. Development practices on these properties may also exacerbate the instability. These practices include extensive vegetation removal on the top of the bluff, poorly managed roof and perimeter drainage, old and failing septic systems, and extensive hard surfacing of the land. The Island County Soil Survey conducted by the U.S. Soil Conservation Service provides data that can be used to determine site-specific development constraints.

Aquifer Recharge Areas

Protection of recharge zones is important because the ground water system is interconnected and pollution in one area may influence the quality of water used elsewhere. The pollution of ground water by effluent, agricultural waste, or industrial waste can contaminate the portion of the aquifer that lies down gradient from the pollution source, and contamination is extremely expensive and difficult to clean up. Therefore, the Municipal Code limits the amount of hard surfacing on a property.

Wetlands

Protecting wetlands and their buffers is critical because wetlands are important natural systems that should not be irreversibly altered, and the wet soil severely limits structural development. Because of the specificity used in defining wetlands and the quality of available maps, site-specific evaluations based on vegetative species present and/or soil

type will be necessary for the evaluation of specific parcels should development be proposed.

Fish and Wildlife Habitat Conservation Areas

The Critical Areas Ordinance identifies a number of species and their habitats that are protected. Figure LU-7 shows the location of some of the known habitat areas including eelgrass beds and one clam bed area, eagle nest trees, a heron rookery, stream corridors and the known wetlands.

COMMUNITY AMENITIES

The quality of life in a community is greatly enhanced by the amenities available in the City and South Whidbey region. For Langley these amenities include:

- Location overlooking Saratoga Passage
- Being small and walkable
- Its historic buildings and downtown
- Its vibrant visual and performing arts community that includes over 100 pieces of public art and numerous annual events that draw hundreds of visitors including a Mystery Weekend, Django Fest, Whale Fest and others
- The Fairgrounds and marina which are now both owned and managed by the Port of South Whidbey
- Its parks and open spaces
- Multiple social service organizations
- Strong faith communities of various denominations
- Services and activities for children and families
- Multiple festivals and outdoor events
- A public transportation system that connects Langley to other island communities and the ferry
- A wide range of allopathic and holistic medical practitioners
- A full service veterinary clinic
- State of the art fiber optic internet
- A strong business district and chamber of commerce
- Short drive to the ferry with regular connections to the Mainland each day
- Safe and scenic bicycling
- Abundance of bird and wildlife
- Easy access to expansive beach

ESSENTIAL PUBLIC FACILITIES

The State Growth Management Act requires local government comprehensive plans to include a process for identifying and siting essential public facilities. Essential public facilities are public or quasi-public facilities that are typically difficult to site. These include, but are not limited to airports, state educational facilities, state and local correctional facilities, solid waste handling facilities, mental health facilities, and group homes. The State Office of Financial Management is required to maintain a list of essential state public facilities that are required or likely to be built within the next six years. No

local comprehensive plan or development regulation may preclude the siting of essential public facilities.

LAND USE GOALS AND POLICIES

Goal LU – 1: Essential Public Facilities

The siting of essential public facilities shall be in accord with State and County regulations and policies.

LU-1.1	Proposals to site essential public facilities in the Langley Urban Growth Area shall be made in accordance with the following:
a)	The proponent shall provide a clear rationale for the proposed essential public facility and its proposed location in Langley’s UGA that is based upon documented need.
b)	The proponent shall provide a reasonable opportunity for the public and the City to participate in the site selection process.
c)	The County and City shall jointly and cooperatively establish a process for developing criteria to determine whether a use is an essential public facility and also for siting requirements for these facilities within Langley’s UGA. These requirements shall consider, at a minimum, protection of the natural environment, public health, safety, and equitable access to ensure people of all ages and abilities are able to use these facilities.
d)	Essential public facilities proposed to be sited outside of the UGA must be self-contained and should not require the extension of municipal sewer and water utilities or other urban services.

LU- 1.2	Essential public facilities may be located in all zones. However negative impacts to adjacent land uses shall be minimized to the greatest extent through mitigation.
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Goal LU-2 Joint Planning Area and Urban Growth Area

Work with Island County to ensure that the distribution and general location of new land uses within the Urban Growth Area and Joint Planning Area is coordinated and well planned.

LU- 2.1	The annexation of land into the City shall be guided by the following:
a)	Only lands designated as UGA shall be considered for annexation.
b)	A development agreement and connections to City sewer and water shall be a condition of annexation.
c)	Lands that are not contiguous to the City shall not be annexed.
d)	Proposed development shall incorporate urban densities.

LU-2.2	The City will adopt guidelines to guide annexation requests for different scenarios including greenfield lands, development that does not meet urban standards, and Rural Areas of Intense Development (RAID) and require an Annexation and Development Agreement.
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LU-2.3	In accordance with CWPPs, lands outside of the City boundary but within the UGA shall be assigned the Urban Holdings (UH) designation.
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LU-2.4	In accordance with CWPPs, review the inter-local agreement with Island County on a regular basis to establish land-use and development regulations for lands in the UGA and JPA.
LU-2.5	Lands designated as UGA and PGA shall be zoned and regulated by the County in consultation with the City such that interim development does not impede future urban development patterns and good planning practice.
LU-2.6	Continue to improve the inter-jurisdictional review of land use activities within the JPA. Explore options with Island County to expand the City's review authority inside the JPA.
LU-2.7	Preserve to a significant extent tree cover and open space in the JPA for watershed management, habitat preservation, wildlife corridors and Langley's visual character. Preserve significant forests, agriculture, and open space areas in the JPA with the goal of establishing an integrated open space system within and around Langley, including such elements as a greenbelt, tree horizons, forested buffers, wildlife corridors, parks, overlooks and trails.
LU-2.8	Designate open space corridors within the City's planning area to protect critical areas, protect wildlife habitat, and provide accessible footpaths for pedestrian connectivity in these corridors. Protect visually significant tree lines through open space corridors and other means including entranceways into the City.
LU-2.9	Collaborate with stakeholders to prioritize critical areas and other sensitive lands for conservation and long term protection.
LU-2.10	Any changes to the Urban Growth Area boundary shall be governed by CWPP's.
LU-2.11	Capital facilities planning within the UGA shall be undertaken jointly with Island County.
LU-2.12	Establish and revise as appropriate a rational population projection over the 20-year planning horizon that is based on population estimates and projections supplied by the Office of Financial Management, is consistent with County Wide Planning Policies and the historical growth trends for Langley.
LU-2.14	Coordinate with Island County on natural resource planning to ensure consistency of purpose both inside and outside the city.

LU-2.15	Cooperate with Island County to develop programs to protect natural resource lands that include, for example, regulations to prevent encroachment of incompatible development adjacent to designated resource lands.
LU-2.16	Work with the County on open space preservation efforts adjacent to the City.
LU-2.17	Support the policies in the County Comprehensive Plan to identify and protect scenic gateway corridors and prevent commercial development from locating along corridors leading into the city, including Langley Road, Wilkinson Road/Sandy Point Road, Maxwelton Road, Coles Road, Brooks Hill Road, and Saratoga Road.

Goal LU-3: General Planning

Development within the City shall preserve and enhance the qualities that make Langley a desirable place to live, operate a business and visit.

LU- 3.1	Work with Island County, regional economic development stakeholders, community groups, and local residents to enhance Langley as the commercial, mixed residential, and cultural center for South Whidbey.
LU- 3.2	The City encourages the use of innovative planning tools and techniques to achieve the goals and policies in the Comprehensive Plan.
LU- 3.3	The City will continue to work with the Port of South Whidbey and other land owners to balance the needs of local residents while encouraging marine tourism and appropriate waterfront development that are consistent with the Shoreline Master Plan.
LU-3.4	The City will work with public and private partners to develop a strategy and related programs to prepare for and mitigate the potential impacts of climate change, both on city operations and on the broader Langley community.
LU-3.5	Langley will continue to work with the wide range of stakeholders, local and regional, to achieve this goal.
LU-3.6	The City encourages high quality architecture with building form and character that reflects the area history and utilizes locally materials such as wood and stone.
LU-3.7	The City shall review its design guidelines to ensure they continue to meet this goal and other elements of the Comprehensive Plan.

LU-3.8	Where large areas of public open space are being provided or existing public facilities are being improved, increased densities or land use intensity may be considered.
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Goal LU-4: Distribution of Land Uses

The location of different land uses and housing densities shall reflect an efficient distribution of public infrastructure and accommodate future growth projections.

LU-4.1	Focus urban residential and commercial growth in Langley's Urban Growth Area.
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LU-4.2	Focus new commercial development in the central business core.
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LU-4.3	New commercial development outside of the central business core may be supported when there is no net loss of residential units.
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LU-4.4	Higher density development is permitted in single family neighborhoods when integrated in a sensitive manner, with the use of the multifamily infill form-based code overlay.
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LU- 4.5	Work with the Fairground owner/operator to establish year-round uses compatible with surrounding neighborhoods, existing recreational and fair-related uses.
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LU - 4.6	A mix of land uses is supported where they are sensitively integrated including, for example, home occupations in residential areas, higher residential densities adjacent to lower residential densities, and combined retail/residential uses in the commercial areas. Mixed use neighborhoods are encouraged through the use of the Planned Unit Development overlay.
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LU - 4.7	Cluster residential development in recognition of sensitive (critical) natural features and/or to provide maximum benefit to the owner/applicant to take advantage of territorial view opportunities and to preserve contiguous portions of properties in permanent open space.
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LU-4.8	Support innovative strategies that facilitate the development of a range of affordable housing options. Such strategies may include clustered residential developments, density bonuses for developments that include "affordable" units/lots, accessory dwelling units, cottage housing developments, multi-family infill in single family neighborhoods, and inclusionary zoning.
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LU-4.9	Work with stakeholders to facilitate a more active waterfront, including expanded marina facilities and increased access to the shorelines via pathways and stairways.
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LU-4.10	Require buffers (vegetation, fences, etc) between certain land uses to minimize the impact of one use upon another, such as commercial adjacent to residences. These buffers shall not inhibit pedestrian circulation, connectivity, access and wayfinding.
LU-4.11	Require visual vegetative buffers between development and main entrance corridors into the city. These buffers shall not inhibit pedestrian circulation, connectivity, access and wayfinding.
LU-4.12	Encourage development that promotes livability, pedestrian orientation and quality design and limits stress factors such as noise pollution and traffic congestion.
LU-4.13	Approving new commercial development that results in the loss of residential units shall be discouraged.
LU-4.14	New commercial development is strongly encouraged to be mixed use.
LU-4.15	Higher density development is permitted in multi-family neighborhoods when integrated in a sensitive manner through the use of the Planned Unit Development.

Goal LU-5: Economy

Support and expand the local economy by encouraging new businesses to locate here and assisting existing businesses to thrive.

LU-5.1	Encourage development of a wide range of commercial uses to support local residents as well as the needs of the visiting public.
LU-5.2	Encourage development of the waterfront area and marina consistent with the Shoreline Management Plan and other strategic goals.
LU-5.3	Support existing and encourage the establishment of knowledge, arts, and wellness-based businesses.
LU-5.4	Work with the business community and community groups to accomplish projects of mutual interest.
LU-5.5	Develop and implement a strategy to permit low impact (cottage) industries or makerspaces that are small scale, have limited negative impacts and are consistent with Langley's character.

LU-5.6	Continue to invest in Langley’s public spaces, such as Second Street.
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Goal LU-6: Current Development and Enforcement

Create a predictable development atmosphere by establishing clear and consistent application requirements. Enforce land use regulations equitably and consistently.

LU-6.1	Monitor development application approval time frames and where not already established develop reasonable development approval processing time frames
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LU-6.2	Increase, where possible, the number of administrative approvals, thereby minimizing lengthier permit processes.
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LU-6.3	Establish clear application requirements.
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LU-6.4	Develop a guide for development application processes to provide clarity and certainty for developers and to improve the public's knowledge of the process.
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Goal LU-7: Public Facilities and Services

Coordinate the orderly provision of sewer, storm and water infrastructure and other public utilities to serve public and private development throughout the entire City in a manner that is consistent with the fiscal resources of the City.

LU-7.1	Development that increases density (including ADUs, short and long plats) shall not be approved where the necessary infrastructure (sewer, water, stormwater, and roads) cannot accommodate the proposed development or where the City has not required the proponent to pay for or install the necessary infrastructure.
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LU-7.2	The cost of related on and off site improvements necessary to facilitate a specific development shall be borne by the proponent and shall not result in a diminished Level of Service (LOS) of any mode without mitigation.
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LU-7.3	Locate public facilities and sewer and water utilities such that they (a) maximize the efficiency of services provided; (b) minimize costs to the taxpayer and developer; (c) minimize their impacts upon the natural environment and natural hazards; and (d) minimize ongoing maintenance costs and impacts.
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LU-7.4	New development, including long subdivisions and short plats, site plan approvals, and building permits for new residential and commercial development, are required to be served by sewer and water.
a)	Variations or waivers may be considered for new non-residential development or single family residential construction due to topographical constraints or lack of approval by contiguous land owners.

b)	Variations and waivers will not be considered for short and long subdivisions or new non-residential development.
c)	Where septic systems and wells have been permitted for new development they shall be considered temporary and interim solutions until such time that City sewer and water is available.

LU-7.5	Do not approve development that reduces the Level of Service (LOS) standards for public facilities including sewer, water, stormwater, roads and sidewalks as identified in the Utilities and Capital Facilities Element.
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LU-7.6	Any proposed development not meeting the minimum density of the current zone district shall be designed such that the layout does not impede future development to maximize the density of the current zone district.
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LU-7.7	Require all new developments, where feasible, to locate utilities underground to enhance aesthetic quality and scenic vistas.
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Goal LU-8: - Critical Areas

Identify, protect, enhance, and restore critical areas.

LU-8.1	Critical areas shall be maintained and, where appropriate, enhanced to protect functions and values, and to protect the public health, safety, and welfare.
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LU-8.2	The restoration and enhancement of critical areas damaged as a result of past land use activities is strongly encouraged.
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LU-8.3	Best available science shall be used to refine development regulations to protect the functions and values of critical areas while maintaining Langley's unique character, protecting public health and welfare and providing "reasonable use" of private property.
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LU-8.4	Review and update land development regulations to incorporate best practices and innovative techniques that minimize negative impacts to the natural environment.
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LU-8.5	Update and designate critical areas as new information becomes available and could include for example: natural corridors, wildlife habitat conservation areas and open spaces that provide connectivity and migration routes.
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LU-8.6	Encourage inter-jurisdictional stewardship of critical areas and watersheds, especially those that extend beyond the city boundaries and provide habitat and hydrological connectivity.
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LU-8.7	Direct activities not dependent on the use of critical areas to less ecologically sensitive sites and mitigate unavoidable impacts to critical areas by regulating alterations in and adjacent to critical areas.
LU-8.8	To achieve maximum protection, establish critical areas buffers on separate parcels or tracts.
LU-8.9	Mitigate unavoidable impacts to critical areas by regulating alterations in and adjacent to critical areas. Mitigation plans may require monitoring and financial surety or bonds.
LU-8.10	Consider, where appropriate, non-regulatory protection measures or acquisition of critical areas by a public or non-profit entity.
LU.8.11	Encourage public education activities that preserve and protect environmentally critical areas, including vegetation management on bluff properties, downstream impacts from upstream activities, management of invasive plant species, and best management practices for yard maintenance and living by water.
LU-8.12	New development shall be required to manage stormwater runoff to maintain pre and post development flows, and water quality. Any discharge off site shall be treated. Green infrastructure is encouraged.
LU-8.13	Prevent cumulative adverse environmental impacts to critical areas and the overall net loss of wetlands and habitat conservation areas through critical areas regulations.
LU-8.14	Minimize damage to life, property, and resources by prohibiting, avoiding or limiting development on steep slopes (as defined by the City of Langley Municipal Code) and on unstable soil and geologic hazard areas.
LU-8.15	Ensure that site development regulations reduce erosion, promote immediate re-vegetation, and reduce the amount of sediment leaving a construction site to protect other properties and watercourses.
LU-8.16	Prohibit development on land determined to be contaminated pursuant to the State Toxics Control Act until remediation has been completed in accordance with an approved plan.
LU-8.17	Develop an urban forest strategy to guide tree management activities on public and private lands.

LU-8.18	Review the Langley Municipal Code to remove barriers that prevent and adopt regulations to encourage urban agriculture.
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LU-8.19	Review base flood elevations to incorporate a factor for sea level rise.
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Goal LU-9: - Health, Education and Recreation

Encourage opportunities for recreational and cultural activities for all age groups and for a planned open space system within and around the UGA.

LU-9.1	Work with public entities to establish joint-use agreements to maximize the use of all public facilities.
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LU-9.2	Amend the Fairgrounds Overlay Zone to encourage year-round use of the facility, maximize compatible uses and create more flexibility.
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LU-9.3	Support increased intensity of land uses where large areas of public open space are being provided or existing public facilities are being improved.
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LU-9.4	Work with the business community to accomplish the programs that will make Langley a comfortable, enriching home for all of its inhabitants, from senior citizens to energetic teenagers to toddlers and community groups.
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LU-9.5	Provide incentives to assist in preserving permanent open spaces.
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LU-9.6	The City should support the efforts of organizations to expand opportunities for cultural and marine-oriented uses.
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Goal LU-10: - History and Aesthetics

Encourage the protection of special historic, architectural, aesthetic, and cultural resources through the designation of historic landmarks and districts and the adoption of appropriate incentives, and ensure that new development contributes aesthetically to the overall village character. Avoid negatively impacting archeological features.

LU-10.1	Promote preservation of historically significant features of the Langley landscape, including cultural resources, farmlands, forests, and open spaces.
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LU-10.2	Maintain the historic integrity of the downtown commercial core.
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LU-10.3	Encourage the restoration and rehabilitation of historic sites through appropriate means such as increased density, grant and loan technical assistance, adaptive reuse, and other innovative techniques.
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LU-10.4	Design new commercial development/redevelopment, multi-family, and other development in a manner that is compatible with the style of existing buildings, and that ensures aesthetically pleasing projects.
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LU-10.5	Preserve and expand public viewing places and roadway corridors that offer opportunities to view the scenic downtown area and surrounding picturesque areas.
LU-10.6	Preserve as much healthy natural vegetation (larger trees and groundcover) as possible on building sites and along streams, roads, and in parking lots. Where natural vegetation will be disturbed, commensurate landscaping and tree planting should be provided.
LU-10.7	Protect the dark sky over Langley as an environmental necessity, as well as a scenic, educational and cultural resource.
LU-10.8	Review and update the City's design guidelines to meet the goals and objectives of this Comprehensive Plan.
LU-10.9	Permit multifamily infill through the use of a form-based code to meet the goals and objectives of this Comprehensive Plan.

Goal LU-11 - Transportation

Strive for a multi-modal network that safely and conveniently accommodates multiple functions including travel, social interaction and commerce, to provide for more vibrant neighborhoods and more livable communities.

LU-11.1	Develop a multi-modal transportation plan that promotes an integrated system of walking, biking, transit, auto and other forms of transportation designed to effectively support mobility and access, and which provides multiple linkages across the whole City, in particular within the City core, and to adjoining County roads and trails.
LU-11.2	Develop a design concept for Complete Streets consistent with the City's adopted ordinance that includes sidewalks, street trees, landscaping and benches. Develop an ongoing improvement program.
LU-11.3	Integrate public transportation, pedestrian and biking requirements into the design of proposed developments and the design and maintenance of public and private roads.
LU-11.4	Designate and design collector roads and trails to be compatible with adjacent county roadways to achieve concurrent levels of service.
LU-11.5	When undertaking transportation planning and service decisions, evaluate and encourage land use patterns and policies that support a sustainable multi-modal transportation system.

LU-11.6	Strategically design transportation options - including bike routes, sidewalks, pedestrian trails and other non-motorized solutions - to support and anticipate land use and economic development goals.
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LU-11.7	Developments may be required to dedicate additional land for pedestrian improvements such as trails, sidewalks, cycling and access to open space.
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LU-11.8	Promote greater walkability in Langley by improving pedestrian connections, increasing densities and permitting a mix of uses.
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Goal LU-12 Climate Change

Work with public and private partners to develop a strategy and related programs to prepare for and mitigate the potential impacts of climate change on City operations and on the broader Langley community.

LU-12.1	Develop a strategic plan that will help guide and focus resources and program initiatives to 1) reduce Greenhouse Gases (GHGs) and the city's carbon footprint 2) assess the risks and potential impacts of climate change, and 3) reduce and minimize these risks.
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LU-12.2	Develop policies and strategies for land use and development that result in reduced GHGs for new development as well as redevelopment activities.
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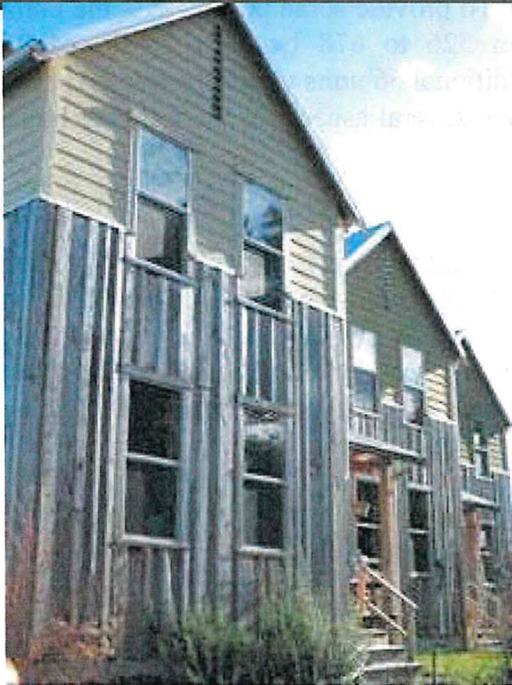
LU-12.3	Develop programs and incentives that encourage existing land use, buildings and infrastructure to reduce their carbon footprints.
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LU-12.4	Foster state-of-the-art resource-efficiency in both new and existing buildings and neighborhoods of all kinds in Langley by promoting “green building” concepts such as those outlined by the U.S. Green Building Council and similar organizations.
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LU-12.5	Foster local renewable-energy generation including solar.
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LU-12.6	Foster approaches to transportation that reduce per capita fossil fuel use, such as adding more recharging stations for electric vehicles and encouraging more public transit ridership.
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LU-12.7	Model these examples, where practical and cost-effective, through City facilities and activities such as the selection of low or zero emission vehicles for the City fleet.
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Housing Element

HOUSING ELEMENT

While it takes a range of land uses to create and sustain a village, it is the provision of adequate housing that is arguably the single most important issue for the vast majority of Langley’s citizens. For those who call Langley “home,” the word means both the community and the above-store flat, cottage home, single-family house, condominium, duplex unit, or accessory dwelling in which they live. Housing options are exercised at a very personal level and can include considerations such as family size, household income, mobility, second homeownership, individual preferences (older vs. newer, many neighbors or somewhat isolated, large lot or common wall, room for a garden or no maintenance, etc.), or simply proximity to important people or places. For many, the choice to live in Langley is likely a voluntary one and their connection to the wider community is in part defined by that choice.

There is a strong link between the demand for certain types of housing and the demography of the current Langley population. However, it is also true that the City’s desire to increase the diversity of its population is linked to the availability of a wider range of housing options than is currently available. Housing policy therefore must focus on what the community wants for the future, not necessarily continuing the same patterns of development from the past. Consequently, this element concentrates on describing the baseline for housing in 2016, discusses current trends in demographics, and introduces strategies to address key initiatives for increased diversity and affordability.

LANGLEY HOUSING

According to the 2015 Land Use Inventory, there were 707 total housing units within the city limits of Langley, which is very close to the April 2014 estimate of 703 housing units supplied by the State of Washington's Office of Financial Management. As of the end of 2016 the total number of housing units is 744. To provide some perspective, the number of housing units in Langley increased from 526 to 678 between 2000 and 2010 representing a net increase of 152 units. An additional 66 units were constructed between 2010 and 2016. The following sections examine several aspects of the Langley housing stock over the past 15 years.

Housing Composition

As of the end of 2016 the breakdown of housing unit types is 533 single-family detached units, or 71.6% of the total. The remaining 28.3% are multi-family, duplex or residential units above commercial businesses. The construction of single-family detached units continues to significantly outpace common wall construction during the last fifteen years and it appears that this trend will continue. (see Population Projection and Housing Capacity Analysis below for an explanation).

**Table H-1
Housing Composition 2000, 2010 and 2014**

	2000	2010	2014	2016
Single-family Detached	325 (61.8%)	473 (69.8%)	494 (70.3%)	533 (71.6%)
Multi-Family, Duplex, Mixed Use	201 (38.2%)	205 (30.2%)	209 (30.2%)	211 (28.3%)
TOTAL	526	678	703	744

Source: Washington State Office of Financial Management and City of Langley Building Permit Statistics

Housing Size

Home sizes, as measured by the number of bedrooms, appear to be getting larger in Langley. While there was a modest percentage increase in the number of dwellings with one bedroom, the biggest shift was the percentage and actual increase in the number of two- and three-bedroom homes. During the same period the number of larger homes decreased. The trend to larger houses is shared with most other cities across North America. According to real-estate publication Property Shark¹ homes built within the last six years are 74% larger than most built in the 1910s. In contrast, family sizes have decreased.

Table H-2
Number of Bedrooms per Dwelling Unit, 1990 to 2000

	2000	2014	Net Change
No Bedroom	5 (1.0%)	7 (1.0%)	2
1 Bedroom	98 (18.6%)	107 (15.3%)	9
2 Bedrooms	191 (36.3%)	297 (42.3%)	106
3 Bedrooms	173 (32.9%)	251 (35.7%)	78
4 Bedrooms	48 (9.1%)	32 (4.5%)	-16
5+ Bedrooms	11 (2.1%)	8 (1.2%)	-3
TOTAL	526	703	

Source: 2000 US Census and 2010-2013 American Community Survey 5-year Estimates

Housing Character and Condition

By county standards, Langley's housing stock is relatively old. The City contains many homes greater than 50 years old with about 15% of the city's housing dating from before 1939. These homes are dispersed throughout the city. There is an increasing trend that these smaller older homes are being replaced by newer larger homes.

Rental Housing

Historically, the supply of housing has not equaled the demand in Langley. In 1990, for instance, the vacancy rate for rental housing was 2.8%, or below what is called the "frictional level." Vacancy rates below 4 or 5% indicate that there is not much on the market, merely units being prepared for new tenants. While the vacancy rate rose somewhat to 4.8% in 2000, the small amount of new construction of units that might traditionally be rented suggests continuing constraints on the availability of rental housing. The Island County Human Services Department indicate that in 2017 Q3 rental vacancy rates across Island County ranged between 2 and 3% and are likely lower in Langley given the smaller inventory.²

Subsidized Housing

As of 2016, Langley has approximately 12% of its housing in subsidized rental units. This has remained relatively unchanged since 2007. These subsidized rental units are located primarily in three complexes. The most recent addition to Langley's affordable housing stock is the House of Hope.

¹ <https://www.propertyshark.com/Real-Estate-Reports/2016/09/08/the-growth-of-urban-american-homes-in-the-last-100-years/>

² Catherine Reid, June 14, 2017, email

Brookhaven, located at 150 Fourth Street is a 40-unit row-house development consisting of 1- and 2-bedroom, as well as efficiency units. Rents are based on 30% of the family’s adjusted income and eligible households must have an income of 80% or less of Average Median Income (AMI), be 62 years or older, or be a person with a disability.

Saratoga Terrace. Located near downtown Langley at 350 Manchester Way, All 22 units rent for below the market rate and 16 units have tenants who qualify for rental assistance and only pay up to 30% of their income for rent. All units are intended for couples or families; single residents are not permitted. Similar to Brookhaven, there is minimal turn-over at Saratoga Terrace.

Glenhaven Condominiums. In 1999 the Island County Housing Authority (HA) purchased these 12 units (4 triplexes), located across from Brookhaven on Fourth Street. Six units are for families at 50% or below of AMI, 3 units for families at 80% of AMI and 3 units at Market Rent. The rents vary from \$625 - \$800/mo. You must be 55 yrs. of age or older to be eligible to live at Glenhaven.

DEMOGRAPHIC TRENDS AND HOUSING

As noted at the beginning of this element, Langley’s demographics play a seminal role in shaping the demand for housing. Logically, therefore, it is important to recognize trends within the city’s population as one tool in helping to craft housing policies for the next twenty years. However, while identifying trends may help us understand the current demographics of the community, it does not necessarily mean that Langley needs to reinforce these trends through specific actions. More appropriately, housing policy should be tailored to serve the desired demographic composition of the city in 2025. The following sections look at several demographic measures available from the US Census information.

Age Profile

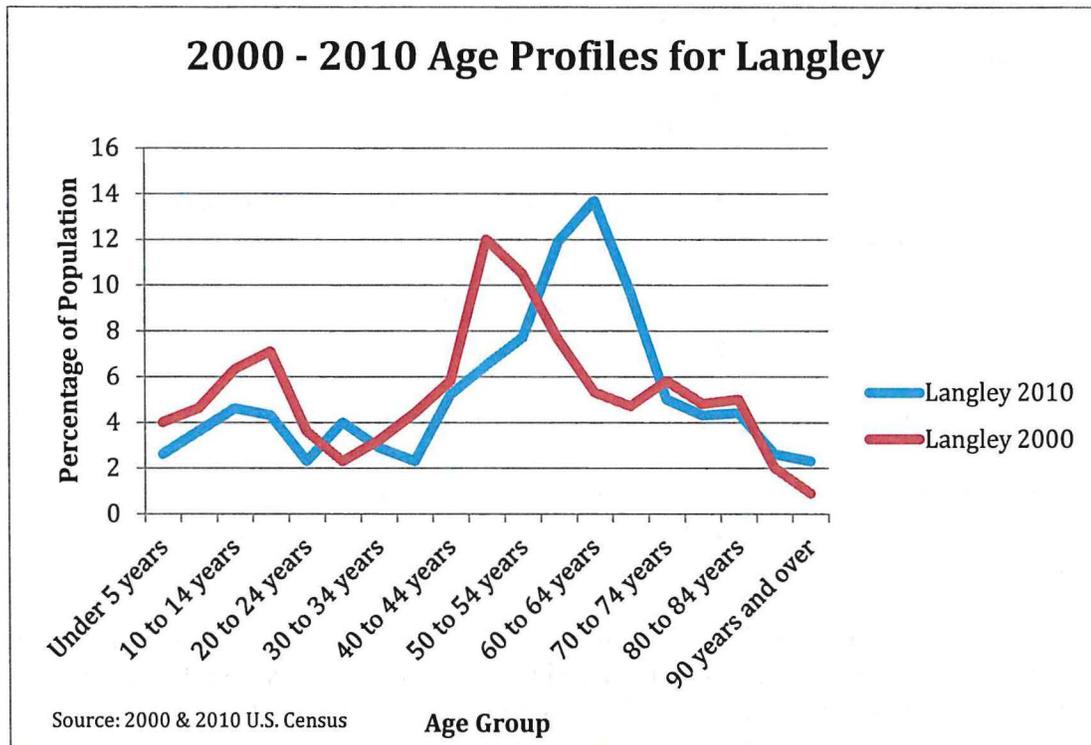
In terms of age Langley’s population is the oldest of any jurisdiction in Island County and indeed within the county and State. As shown in Table H-3, the median age in Langley in 2010 was 57 years of age. This was a 10.5-year age increase from 2000. This is also significantly higher than Island County’s median age of 37 and the Washington median age of 35. The proportion of elderly in the City of Langley (aged over 65) was also greater than for the county and the State. Figure H-1, prepared using data from the U.S. Census, shows the shift in median age and general age characteristics between 2000 and 2010. While some of the aging reflected in this figure is attributable to general societal trends (e.g., the baby boom and echo boom), it still highlights the increase in Langley’s median age.

**Table H-3
Age Characteristics Langley vs. County and State in 2010**

	Langley	Island County	Washington State
Median Age	57	43	37
% Adults > age 18	86%	79%	77%
% Population > age 65	28%	18%	12%

Source: 2010 United States Census

**Figure H-1
Age Profiles**



Housing Tenure

The proportion of units measured by housing tenure, owner-occupied and renter-occupied, changed little between 2000 and 2010 (see Table H-4). Owner-occupied housing increased by 49 units while renter-occupied housing increased by 20 units over the decade. While the number of units may have increased, the total number of renter-occupied units have declined in that period. Seasonal, temporary, and unoccupied units grew to a total of 123 units, of which 62 were counted for “seasonal, recreational, or occasional use.” As a percentage of total housing units in Langley, these account for approximately 9% of the available housing stock. This figure is perhaps most concerning as these units may be occupied as vacation rentals or they may be vacant for extended periods. In either case, they can negatively impact a neighborhood as long-term residents are replaced by people with less commitment to the community. This trend together with a declining number of renter-occupied units, is resulting in fewer units available for renter households.

**Table H-4
Housing Tenure, 2000 to 2010**

	2000	2010	Net Change
Owner-Occupied	269 (49.6%)	318 (46.9%)	+49
Renter-Occupied	217 (40.0%)	237 (35.0%)	+20
Seasonal, Temporary, or Unoccupied	56 (10.3%)	123 (18.1%)	+67
TOTAL	542	678	+136

Source: 2000 and 2010 United States Census

HOUSING AFFORDABILITY

Continuum of Housing Need

Housing affordability can be understood as a continuum of need ranging from absolute homelessness to market ownership housing. Households don't always remain within one type of housing throughout their lives; changing circumstances (both positive and negative) can move people along the continuum.

The continuum is an important concept for housing policy and housing development. The level of financial and social support required to construct the units and support the households change dramatically as one moves through the continuum. The private market may be able to deliver housing at the right side of the continuum, but funding subsidies are required as one moves to the left side of the continuum.

Direct government assistance is required on the left of the continuum to assist those who are homeless, those with very low incomes and those with special needs. These individuals can't obtain housing without financial assistance for housing and social supports. In many cases, residents require social supports to obtain and retain their housing (e.g. lifskills training, rehab & detox, supportive living services).

In the center of the continuum, housing funding assistance and regulation (e.g. housing agreements, covenants) must be provided to ensure housing costs are low enough to allow those with modest incomes to obtain housing. These units are often government assisted.

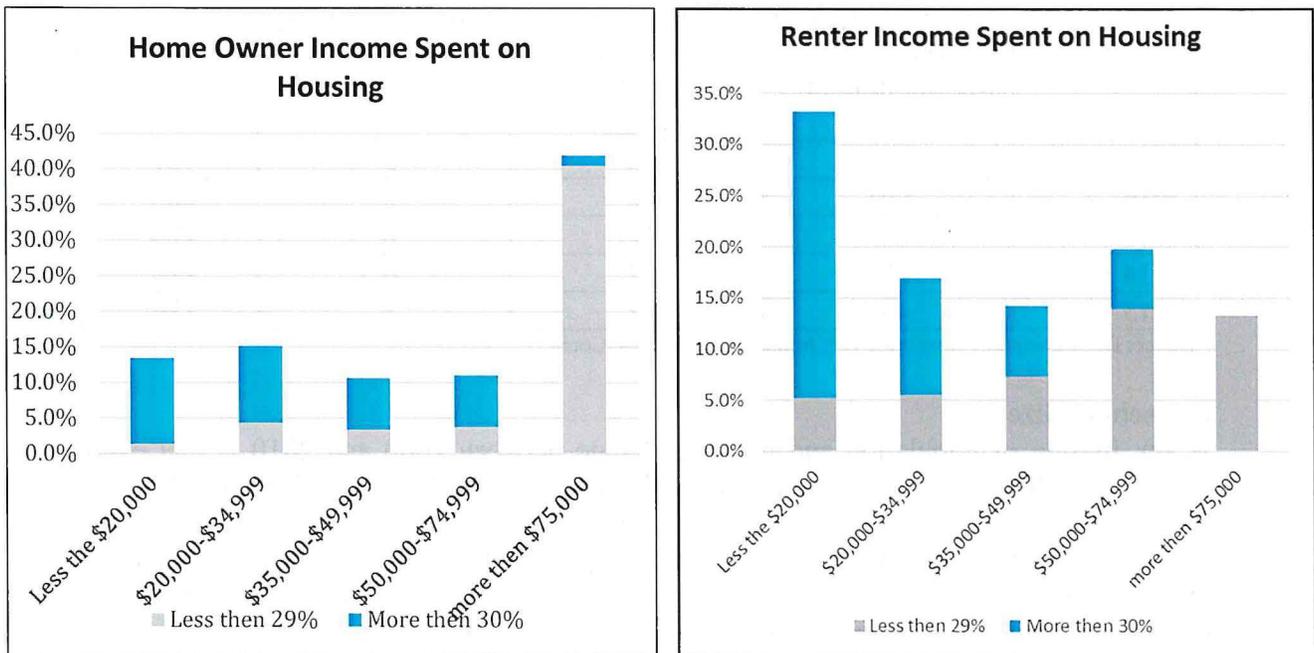
On the right side, local government policy and regulation are needed to ensure an adequate range and mix of housing for a range of households. Options may include density bonusing, inclusionary zoning, and other forms of incentive zoning and development requirements.

Figure H-2 Langley's Housing Continuum



There are a couple of common metrics used to quantify housing affordability. Housing and Urban Development (HUD) and the Washington Housing Policy Act RCW 43.185B define affordable housing as households (renter or home owner) who pay 30 percent or less of their household income on shelter and shelter related costs. A household paying more than 30 percent of household income on housing expenses is considered ‘cost-burdened’. And ‘severe cost burdened’ are those households paying more than 50 percent. Figure H-3 below shows the percentage of income that both owner and renter households were paying in 2014 and clearly shows that a larger number of renter households are spending more of their income on housing and related expenses. As the housing market tightens these households are at a greater risk of losing their homes and becoming homeless.

Figure H-3 Housing Affordability, 2014



Source: US Census Bureau, 2010-2014 American Community Survey for the City of Langley

Another measure of housing affordability is based upon households’ income and housing costs relative to the average area median income. In 2013 in the City of Langley the median household income was estimated to be \$38,523. This was the lowest in Island County and 37 percent lower than the US average. According to a report prepared by the Economic Development Council³ almost 50 percent of households in Langley were earning less than the median income in 2013. The same report states that Langley has the highest median home value of \$407,900 in Island County which is 130 percent higher than the US average. Median monthly rental rates in Langley were \$936 in 2013. However, these rents don’t include additional shelter related costs of utilities and insurance, for example. Therefore, housing in Langley is becoming more unaffordable and with fewer rental units being built. The result is a growing challenge to house our community.

³ Island County Economic Development Council 2015 Demographics Report

Homelessness in Island County

As with many North American communities there are increasing numbers of individuals and families that are finding themselves without permanent housing that is safe, adequate (in good repair and size) and affordable. As a result, people find alternative places to sleep/live such as camping outside, sleeping in vehicles, living in abandoned buildings, in substandard buildings or couch surfing. The State has required counties to undertake point in time homeless counts since 2005. Table H- 5 below shows a trend towards increasing numbers of households declaring themselves as homeless. Due to the nature of this population these figures are estimated as low.

**Table H-5
Island County Point in Time Count of Homeless Persons**

Year	Households without minors	Households with adults and minors	Households with only minors	Total
2017	108	68	5	181
2016	120	80	0	200
2015	84	42	0	126
2014	62	57	0	119
2013	43	82	1	126

Source: Department of Commerce, WA Annual Point in Time Count

Household Size

A key finding of population and housing change between 2000 and 2010 is that even though 152 dwelling units were added to the inventory of housing within the City of Langley over the decade, only 76 people were added to the population. This counter-intuitive finding suggests several trends, including the increase in the number of seasonal or vacant units over the decade (residency of less than six months does not count in the census), and the reduction in the average number of people per household (see Table H-5) which has fallen further to 1.86 persons per household according to 2015 OFM estimates.

The decline in people per household could be attributed to a variety of factors, such as more couples choosing not to have children, empty-nesters moving to the island, young families moving away due to increasing rents, growing number of seniors both couples and singles or the inability to purchase a home. Whatever the combination of causes, this trend in declining household size, if it continues, is particularly important to recognize when identifying new housing policies, as smaller household sizes tend to prefer different types of housing and smaller units (such as cottage housing).

**Table H-6
Average Household Size, 1990 and 2000**

	2000	2010	Percent Change
Washington	2.53	2.51	-0.79%
Island County	2.52	2.35	-6.75%
Langley	1.97	1.86	-5.58%

Source: 2000 and 2010 United States Census

POPULATION PROJECTION AND HOUSING CAPACITY ANALYSIS

With demographic trends that clearly show an increase in median age and decreases in average household size, not to mention the uptick in the number of homes used for seasonal or vacation rentals, it is clear that the City's goal to increase population diversity and affordable housing options requires work on many fronts. An important aspect for achieving these goals is to demonstrate that there is sufficient land available to accommodate residential land uses to house its 20-year growth projection. To confirm adequate capacity, City staff in 2015 conducted a housing capacity analysis based on current zoning.

The Growth Management Act requires that the City must plan to accommodate the population in its Buildable Lands Analysis completed by the County. The Buildable Lands Analysis completed in 2016 estimates that Langley must plan for a net increase of 89 residents by the year 2036. However this analysis was based on Island wide data and did not consider community specifics such as the age of Langley's population, the extent of seasonal homes and most importantly the high rates of growth projected for the Puget Sound region.

To gauge whether the size of the City's Urban Growth Area and the permitted densities are sufficient to accommodate projected growth, City staff conducted an inventory of vacant and underdeveloped parcels to determine how much additional housing capacity remains within the incorporated portion of the UGA.

**Table H-7
Developed, Underdeveloped, and Vacant Lands (in acres)⁴**

Zone	Total Area	13% critical areas reduction ⁵	Fully Developed	Under developed	Vacant
RS15000	238.34	207.36	45.95	123.87 ⁶	68.52
RS7200	165.16	143.69	52.35	78.85	33.96
RS5000	18.59	16.18	14.63	2.99	0.97
Mixed Residential	22.33	19.43	21.23	0.73	0.37
Central Business	15.7	13.66	13.72	1.27	0.71
Neighborhood Business	17.08	14.86	6.37	3.59	7.12
Public Use	102.55	NA	NA	NA	NA
Totals:	579.75	415.18	154.25	211.3	111.65

Source: Department of Community Planning, 2017

Thus, in raw numbers, there is substantially more than enough residentially zoned land (over 300 acres) to accommodate the projected population. However, the greatest availability for vacant and underdeveloped lands is within the RS15000 zone district and

⁴ This assessment is based upon a parcel by parcel review using Google Earth air photos

⁵ This is based upon Island County's Buildable Lands Analysis Critical Area factor for Langley

⁶ Approximately 22.62 ac in the RS15000 zone is actively being used for agriculture.

the ability to further develop this land is limited by the lack of sewer. There may also be an added constraint of critical areas for many of these lots. In addition, the density permitted in this zone district is low at 3 units per acre. As shown above less than one percent is zoned for multi-unit developments.

Increasing density is one of the most basic and potentially most effective techniques for facilitating housing affordability. Therefore, the City should consider ways to increase the amount of land zoned for multi-family as well as enabling multi-family housing to be constructed across the City more broadly. Reducing barriers to encourage development is another mechanism to encourage the creation of more housing units.

Housing Density in Langley

Density is described as the number of housing units on a given size of land. In the City the gross housing density, that is the number of housing units across the whole city including roads, public land, and critical areas is 1.1 dwelling units per acre⁷, the lowest of the three incorporated areas in Island County.

**Table H-8
Permitted Densities By-Right**

Zone	Permitted density (gross)
RS5000	9 units/acre
RS7200	6 units/acre
RS15000	3 units/acre
Mixed Residential	15 units/acre
Multifamily FBC	As controlled by bulk standards

The permitted densities outlined above do not reflect that the Langley Municipal Code permits density bonusing for different types of development or subdivision. These include for example a one hundred percent increase for developments approved pursuant to the Innovative Permanently Affordable Housing project ordinance or 150% increase for developments approved pursuant to the clustered residential development ordinance. However, these ordinances are specifically established for single family residential development, not multi-family types of housing. In addition, the lot sizes are large thereby preventing smaller lots proposing infill developments. These barriers were examined in detail and reconsidered by the PAB and City Council to facilitate more housing options. Solutions developed by PAB and Council include a new PUD and an overlay Multifamily Form Based Code (MF FBC). In exchange for benefits to the community in a PUD, higher intensities may be achieved while still contributing to community open space. The MF FBC's primary goal is to diversify housing options throughout the City and provide more affordable options for residents. As shown in Table H-1 the number of single family homes built in Langley far exceed multi-family units.

⁷ Office of Financial Management April 2016

An acceptable density for the City of Langley:

- Supports a vibrant downtown core with retail and services for local needs
- Supports bike and transit infrastructure
- Builds on and enhances a sense of community
- Enriches Langley’s small town historic character

The ‘**Missing Middle**’ is used to define a range of multi-unit or clustered housing types compatible in scale with single-family homes. These are building types that are characteristic of pre-1940’s neighborhoods and consist of duplexes, three and four-plex buildings, townhomes, live/work, and small multi-plex buildings. These developments are suitable on larger lots and with good design they fit well within single family neighborhoods. One source considers ‘Missing Middle’ housing as being defined as “affordable-by-design workforce housing that helps meet the demand for walkable *neighborhood* living.”⁸ The sizes of units in ‘Missing Middle’ housing tend to be smaller than conventional single-family homes resulting in more units on a similarly sized parcel for one single-family home. The densities found in Missing Middle examples range from 16 up to 50 units per acre. The “missing middle’ housing typologies found at the lower end of the density scale can fit Langley’s small-town character.

In summary, while Langley clearly has sufficient capacity to meet its 20-year growth projection, the majority of available land is within the single-family zone districts. Permitting multi-family developments following the ‘missing middle’ example can enable more affordable housing options.

HOUSING TRENDS AND AFFORDABILITY

Residential development regulations need to balance numerous goals and objectives. Much of the current regulations continue to reinforce single family suburban type development. The current minimum-lot-size standards of residential subdivisions are destructive to the landscape and are based on historic 1950s – 1980s market models. The concept of conservation design combined with mixed densities can greatly change and improve Langley’s semi-rural landscape while providing creative, marketable, and affordable housing choices.

Langley’s residential neighborhoods are comprised of primarily single-family detached housing but there is also some small multiplex, courtyard, and cottage housing interspersed. These areas can accommodate combined-lot in-fill housing that would remain at a small scale, which would be sensitive to the existing small-town feel that Langley strives to maintain. This strategy can provide for a modest increase in overall density.

There are various factors impacting Langley’s housing affordability and availability:

- Lack of available zoned land for higher density housing
- Real estate and land is becoming increasingly more expensive following broader regional trends

⁸ <http://opticosdesign.com/the-missing-middle-affordable-housing-solution/>

- Housing is being used for vacation rentals whether a full house or accessory dwelling unit
- Homes being used as second residences
- The existing permitted densities are very low for incorporated jurisdictions and in Island County
- Lack of sewer in the City restricts development
- A growing state population and changing demographics have added more people to the state and increased the number of households, which is placing an intense demand on local housing markets

Possible actions to reduce barriers to creating more housing in Langley include:

- Increasing ‘hidden’ density by permitting ADUs, both attached and detached
- Creating a zone with smaller minimum permitted lot sizes
- Reducing utility fees
- Reducing parking and setback requirements
- Increasing the maximum height
- Working with the County on issues of common interest
- Permitting multi-unit housing typologies reflected in the ‘Missing Middle’ throughout the City as infill and greenfield development. .
- Permitting multiple ‘tiny homes’ on a single lot.
- Increasing the density for all zones
- Identifying a process to incentivize the creation of appropriate smaller sized lots.

ALTERNATIVE HOUSING TYPOLOGIES

Post World War II American small-town housing has been typified, at least in the west, by single-family homes and boxy common-wall structures, and Langley has its share of this vernacular. More recently, frustration with the one-style-fits-all approach has resulted in new and neo-traditional movements that are introducing a variety of housing styles. This section briefly describes housing typologies that have gained footholds in Langley, and explores other options suitable for Langley’s small town context.

Cottage Housing: Cottage housing is an attempt to expand density while preserving the privacy and personal space of a single-family home, and it provides a chance to deepen our sense of relatedness in our communities. Cottage housing is defined as the clustering of small, single-family homes around a common area, developed with a consistent plan for the entire site. Cottages have gained popularity in recent years as a shared common area and the coordinated design have allowed for densities that are higher than typical single-family neighborhoods. These developments minimize the impact on neighboring residential areas. As a result, cottage housing has the potential to offer the benefits of single-family housing at a lesser cost.

In 1995 Langley adopted the Cottage Housing Development Zoning Ordinance to help expand its housing options. This type of housing is suitable for larger lots within the city. The Third Street Cottages were introduced into the community with great success. This project increased the density by 100% by building eight detached units on four standard single-family lots. The homes share a community building, a garden and a

walkway, while parking is screened.

The Highlands Planned Unit Development was initially approved as a cottage development. However, after the first phase the developer chose to change to a more conventional subdivision for the subsequent phases apparently due to homebuyer preference.

Mixed-Use Development: Mixed-use development tends to consist of commercial/retail uses on the ground floor and residential units above. Some of the older retail shops on First and Second Streets are built as such but are only two stories. A recent example in the City is the mixed use building on Anthes with three commercial units on the ground floor and two floors with four residences above. Mixed-use may include a compatible mix of single-family, multi-family housing and neighborhood/small scale commercial businesses and services. Mixed-use developments are important as they can contribute to the vitality and interest of residents, provide additional customers for neighborhood businesses, as well as offer a variety of housing options and reduce dependency on the automobile.

Form-based codes (FBC) are alternative regulations to conventional zoning. FBC came about in response to the homogeneous suburbs and neighborhoods that were being created post WWII and continue to develop across North America. FBC focus on the physical form, rather than the separation of uses. Many local governments are shifting to form-based codes out of concern with growing sprawl and its associated costs and also in recognition that their defining historic downtowns and neighborhoods could not be developed using the current zoning code. This is true for Langley as it is many cities across North America.

Accessory Dwelling Units (ADUs): ADUs can either be attached or detached from the primary or principle residential unit. These units are generally less than 1,000 square feet and typically contain a kitchen, sleeping room or area and bathroom. ADUs are permitted in all single family residential zones in the City. However, the exact number of ADUs within the City is unknown due in part that some homeowners establish them without approvals and City records have not been well maintained. These units do provide opportunities for rental housing. However in most recent years they are also being used as vacation rentals thereby taking them off the market as long term rentals. The process for granting approval of ADUs as well as connection fees for utilities may be a discouragement for homeowners to build or to go through the proper process. Therefore streamlining the process, reducing fees and generally making it easier for homeowners to build ADUs should be undertaken.

Shared Living Residence: is a housing option in which a small group (typically, three to ten—sometimes, a few more) of unrelated people share the housing unit and the expenses and tasks of running the household. Residents may be all elderly adults or an intergenerational mix of older and younger adults. Each resident has a private bedroom and a shared or private bath; all residents share the kitchen, dining room, and living areas. Shared Living Residences are attractive to residents who are capable of independent

living, but whose circumstances make them unable or unwilling to continue living alone. These residences may be purpose built or could be a converted larger single family residence. There are different management structures associated with this type of residence.

Multiplex Homes: are buildings in compact form, 2-3 stories high, which maintain small-scale residential character. Parking is typically to the rear and/or underneath or to the side of the building. Various typologies fit this design intent including courtyard, row, or townhome housing. The front of the units should face the main street. Row and townhome designs should share a common roof form with individual entries. Stacked flats with a shared entry (typically four per entry) is another form.

Adaptive Re-Use: Special-condition housing developments such as old school buildings and churches may be attractive to non-profit housing groups for affordable housing or single-room occupancy.

Mixed Density Design: This approach is applicable to both urban and semi-rural contexts. This type of design mixes housing types within a cluster or phase of a development as opposed to locating one specific typology in one sector and a different typology in another.

Conservation Design: This density neutral approach is appropriate where preservation of natural features such as forested slopes, ravines, ridges, wetlands, etc. are considered a priority in the configuration of a lot's size and shape within a development. With this approach, the clustering of homes to preserve these natural features as well as to conserve open space is of prime consideration. Characteristics of a density-neutral development design include but are not limited to:

- No requirement for minimum lot dimension as long as significant contiguous open space is protected and conserved. Open space interspersed with compact housing development.
- Limited-access road that provide access to both individual and shared parking areas.
- Two- to three-story buildings.
- Ground-floor parking with two-story units above, which reduces the total building footprint.
- Private open spaces for each unit, which are attached to a larger common space.
- Can be patented or condominium (air-space) ownership arrangements.

Tiny Homes: are dwelling units less than 500 square feet in size and contain a kitchen, bathroom, sleeping and living areas. These units may or may not be built with permanent foundations and some have wheels. Tiny homes can be useful in conjunction with many of the alternatives listed above to provide additional affordability and conservation while providing a wider range of options than is currently being utilized. Tiny homes may be an ADU on an existing single-family lot or multiple tiny homes could be developed similar to the existing cottage developments found in Langley.

Planned Unit Development

A Planned Unit Development (PUD) is intended to be a flexible zoning concept that encourages open space and preservation of natural features and native vegetation. PUDs are also characterized by their creativity in site design, efficient street and utility networks, higher densities and a compatible mix of residential and non-residential uses. Affordable housing is a required component of any PUD neighborhood.

Below are two housing developments recently added to Langley's inventory that include housing affordability as a key goal for their intentional communities.

Fifth Street Commons: is made up of 1- and 2- bedroom units in a four-building apartment complex. It was originally built in 1996 as a purpose built rental. In 2012, a group of individuals came together to purchase the property and transform it into an intentional community. A central laundry and commons building was constructed in 2013. As an intentional community, the membership strives for a community that has a mix of owners and renters, is multi-generational, has a range of incomes, is ecologically responsive, and is socially healthy.

Upper Langley: is an intentional community with 16 lots clustered on a 10-acre parcel located on the southwest end of Al Anderson Road. Each of the houses are less than 975 square feet. The project was developed based upon the City ordinance entitled "Innovative, Permanently Affordable Housing Projects." The project is 'deed restricted' to keep the housing prices perpetually affordable and residents must meet income qualification of being a middle-income household, i.e. households with an income that are between 96 and 120 percent of the average median income. The community embraces values of conservation and sustainability.

HOUSING PROGRAMS SERVING WHIDBEY ISLAND AND ISLAND COUNTY

Saratoga Community Housing: This community land trust formed in 2006 to concentrate efforts to provide affordable housing throughout Island County.

Housing Authority of Island County: No organization has had a greater impact on meeting the housing needs for low-income residents than the Housing Authority (HA) of Island County. HA provides and administers various public programs including HUD-subsidized housing for the elderly and persons with disabilities as well as the HUD Section 8 Housing Choice Voucher Program (rental assistance and home ownership). It also developed partnerships with other private and public service organizations such as CADA (Citizens Against Domestic Abuse) and the Opportunity Council to provide emergency and transitional housing for women and children, transitional group housing for persons with mental illnesses, transitional housing rental assistance, and other assistance.

Habitat for Humanity: Since 1998, Habitat for Humanity has completed eight new homes in Island County, averaging two new units per year. Eligible applicants must be within 30% - 80% of median income to qualify for 0% financing and are required to provide a down payment, pay a monthly mortgage, and invest 250 - 500 hours of sweat equity. The homeowner is responsible for the cost of materials to build the house and

Habitat covers the cost of the land and the infrastructure. The average Habitat home built in the United States costs \$60,000 (www.islandcountyhabitat.org/). Homes are built in partnership with local churches, organizations, and businesses, along with staff and community volunteers. Habitat for Humanity purchased two parcels on Brooks Hill Road at the entrance to Langley. The development is in its planning phase but will be a welcome addition to the City.

The Langley House of Hospitality, House of Hope: Opened Memorial Day 2015 and since opening it has been at full capacity. This four-bedroom home is owned and operated by the South Whidbey Homeless Coalition. House of Hope provides short term housing for families with children and vulnerable adults up to a maximum of 90 days. If needed, guests are provided with additional ‘mentor’ support for six months once they leave the facility.

Island County Human Services Support Center: Was established in 2016 to assist families and individuals that are either at risk of becoming homeless or already experiencing homelessness. The Housing Support Center conducts screenings and assessments, considers all housing programs and determines which program and service provider can best accommodate the needs of those seeking housing.

HOUSING GOALS AND POLICIES**Goal H-1: Innovative and Diverse Housing**

Work to provide a mix of housing in Langley and facilitate residential development in the form of single-family homes, duplexes, condominiums, apartments, townhouses, tiny homes, ADU's, housing that allows people to age in place, and other innovative forms of housing.

H- 1.1	<p>Include more flexible development standards to increase housing diversity and affordability including but not limited to:</p> <ul style="list-style-type: none"> • Reducing minimum lot sizes • Increasing density on single family zoned lots • Reducing lot lines to zero for attached multi-family housing • Reducing maximum lot size for clustering • Increasing lot coverage for small lots, accessory dwelling units, and multi-family lots • Reducing setbacks • Narrowing street widths • Permitting shared or common parking between dwellings • Permitting multi-unit housing in single family housing neighborhoods through a form-based overlay.
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H – 1.2	Encourage developers to design and build innovative housing options including creative housing alternatives for individuals at each stage of life.
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H – 1.3	Enable the 'missing middle' housing typology that includes row housing, townhouses and small-scale apartments to be developed as infill within existing single-family neighborhoods.
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Goal H-2: Character and Density

Seek opportunities to ensure that various types and densities of housing are permitted in sufficient numbers to meet projected housing needs, while maintaining the character of existing neighborhoods.

H – 2.1	Expand the areas where multi-family residential housing is permitted.
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H- 2.2	Encourage attached and detached ADUs in residential zones provided character, scale, and appearance are consistent with the existing dwelling unit.
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H – 2.3	Encourage the distribution of various housing types throughout the city to provide a wide variety of neighborhood settings and avoid undue concentration in particular neighborhoods.
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H – 2.4	Ensure that new development is sensitive to and reinforces the design character of existing neighborhoods, promotes the pedestrian orientation of neighborhood streets, and encourages street and development patterns that promote social interaction as well as privacy.
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H – 2.5	Continue the conservation of housing through public investment in the infrastructure needed to service the community (water, sewer, storm drainage, streets, and pathways) and in development regulations necessary to prevent incompatible land uses.
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Goal H-3: Pedestrian Orientation, Community and Safety

Encourage new subdivisions and neighborhoods that are designed to be pedestrian oriented and maintain a development pattern consistent with promoting a sense of community and safety.

H – 3.1	Promote residential development that will facilitate pedestrian and transit access to commercial areas, employment, schools, and park or recreational areas.
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H- 3.2	Encourage new development, remodeling, or adaptation of existing structures for multiple uses including accommodations and access for residents to gather for either impromptu or formal meetings, community affairs, and to provide access to the full range of public services
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H – 3.3	Discourage front-access garages and curb cuts. Encourage alleys and shared driveways.
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H – 3.4	Encourage usable porches facing the street for community vitality and neighborhood surveillance.
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Goal H-4: Housing Affordability

Enable the opportunity for affordable housing for a diversity of residents within the city of Langley.

H – 4.1	Explore innovative techniques that enable increased housing affordability including but not limited to long term rentals of accessory dwelling units (ADU), a housing trust fund, inclusionary zoning, density bonuses, smaller lot size, elimination of minimum lot size with appropriate open space, expediting permit processing, exempting Real Estate Excise Taxes (REET) to qualified sellers; incentives such as reduced or waived connection fees and reduced parking
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	requirements, form-based codes, mixed use planned unit development, and other provisions to be determined.
H – 4.2	Work with Island County and other local governments to investigate and implement regional funding options to support the development and/or maintenance of affordable housing such as a regional housing trust fund, regional housing tax levy, real estate excise tax or other mechanisms.
H – 4.3	Explore opportunities and mechanisms for workforce housing for residents with incomes between 80% to 120% of Area Median Income (AMI).
H – 4.4	Encourage new Accessory Dwelling Units (ADU) (both attached and detached) that provide long term rentals using incentives such as reduced connection fees and parking requirements, density bonuses, and permitting more than one ADU on the property that must be served by sewer.
H – 4.5	Study the feasibility of developing an amnesty program to allow owners to regularize existing non-permitted ADU's (both attached and detached).
H – 4.6	Consider establishing an inventory of old buildings that could be converted into affordable housing.
H – 4.7	Work to preserve the existing affordable housing stock.
H – 4.8	Work with and support the efforts of nonprofit and governmental housing organizations, such as the Housing Authority of Island County, Saratoga Community Housing, and Habitat for Humanity to develop affordable housing.
H - 4.9	Review the impacts that vacation rentals (Air B&B, VRBO, etc) may be having on long term rentals and housing affordability and if necessary, develop a strategy in response.
H- 4.10	Allow increased density on existing affordable housing sites.

Goal H-5: Special-Needs Housing

Work with Island County and other appropriate agencies to increase opportunities for

residents with special housing needs.

H – 5.1	Encourage special needs housing to be located throughout the City.
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Goal H-6: Green Housing

Encourage the development of housing and neighborhoods that reduces consumption of water, energy and other resources and are less impactful on the natural environment.

H – 6.1	Reduce barriers and establish development regulations that encourage the development or redevelopment of more energy and water efficient homes and neighborhoods.
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H – 6.2	Support an ongoing program to inform homeowners, planners, and developers about opportunities to make new and existing housing resource efficient and environmentally friendly.
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H – 6.3	Facilitate and encourage the use of green building technologies and techniques.
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Goal H-7: Mixed Use Neighborhoods

Encourage the creation of mixed-use neighborhoods that integrate a mix of housing types, densities, including affordable housing units, limited commercial services, and access to recreation.

H – 7.1	Establish a mixed-use PUD overlay designation to allow discrete areas to be treated differently and more flexibly than allowed under current zoning standards.
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H – 7.2	Ensure that mixed use PUD neighborhoods are of sufficient size to promote an appropriate mix of residential and commercial uses.
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H – 7.3	Limit commercial uses in mixed use PUD neighborhoods to businesses that primarily cater to neighborhood residents, such as small grocery stores, small food service, and personal professional services.
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Transportation Element

TRANSPORTATION ELEMENT

The City of Langley is located in Island County on the south end of Whidbey Island. It is a primarily residential community with a population of 1,135 people (2016 OFM). The unincorporated community of Clinton, with its ferry terminal connecting the island to the mainland at Mukilteo, lies southeast of Langley. SR 20/SR 525, the major north-south state highway serving Island County, passes about three miles west of the town limits. There are four primary connections to Langley from SR 525 via Langley Road, Maxwelton Road, Coles Road, and Brooks Hill Road. Figure T-1 shows Langley in its regional setting. The small village feel is enhanced by these natural, treed entranceways.

A multi-modal transportation system considers diverse transportation options such as walking, cycling, public transportation and the automobile and also accounts for land use factors affecting accessibility. To be a true multi-modal system these different transport options are effectively integrated to provide a high degree of accessibility for the various modes¹. This element contains goals and policies to enable Langley to develop a robust multi-modal transportation system.

Langley is a walkable community due to its size (one square mile) and its small vibrant downtown offering most goods and services that one needs. Many of the streets are narrow, keeping traffic speeds slow; the pedestrian network continues to improve and golf carts are permitted within the City limits. A free public transit system connects the City to the rest of the County. In 2012 the City adopted a Complete Streets ordinance. In 2014 2nd Street received a Complete Streets upgrade and in 2016 the City received a grant to undertake a Complete Street upgrade to 1st Street. These factors are all critical to building a multi-modal transportation system.

Single occupant vehicles trips comprise less than 50% of the commute mode share, with carpool, walking and working at home taking up a sizeable proportion of the commute mode share.

Land Use and Transportation

Land use and transportation are inextricably linked. Table No. 1 describes various land use factors that can affect travel behavior and population health.²

Table No. 1 Land Use and Travel Impacts

Factor	Definition	Travel Impacts
Density	People or jobs per unit of land area (acre or hectare).	Increased density tends to reduce per capita vehicle miles traveled. Each 10% increase in urban densities typically reduces per capita vehicle miles traveled (VMT) by 1-3%.
Mix	Degree that related land uses (housing, commercial,	Increased land use mix tends to reduce per capita vehicle miles traveled, and increase use of alternative modes, particularly walking for errands. Neighborhoods

¹ http://www.vtpi.org/multimodal_planning.pdf

² <http://www.vtpi.org/tdm/tdm38.htm>

	institutional) are located close together.	with good land use mix typically have 5-15% lower vehicle-miles.
Regional Accessibility	Location of development relative to regional urban center.	Improved accessibility reduces per capita vehicle mileage. Residents of more central neighborhoods typically drive 10-30% fewer vehicle-miles than urban fringe residents.
Centeredness	Portion of commercial, employment, and other activities in major activity centers.	Centeredness increases use of alternative commute modes. Typically 30-60% of commuters to major commercial centers use alternative modes, compared with 5-15% of commuters at dispersed locations.
Network Connectivity	Degree that walkways and roads are connected to allow direct travel between destinations.	Improved roadway connectivity can reduce vehicle miles traveled, and improved walkway connectivity tends to increase walking and cycling.
Roadway design and management	Scale, design and management of streets.	More multi-modal streets increase use of alternative modes. Traffic calming reduces vehicle travel and increases walking and cycling.
Walking and Cycling conditions	Quantity, quality and security of sidewalks, crosswalks, paths, and bike lanes.	Improved walking and cycling conditions tends to increase nonmotorized travel and reduce automobile travel. Residents of more walkable communities typically walk 2-4 times as much and drive 5-15% less than if they lived in more automobile-dependent communities.
Transit quality and accessibility	Quality of transit service and degree to which destinations are transit accessible.	Improved service increases transit ridership and reduces automobile trips. Residents of transit oriented neighborhoods tend to own 10-30% fewer vehicles, drive 10-30% fewer miles, and use alternative modes 2-10 times more frequently than residents of automobile-oriented communities.
Parking supply and management	Number of parking spaces per building unit or acre, and how parking is managed.	Reduced parking supply, increased parking pricing and implementation of other parking management strategies can significantly reduce vehicle ownership and mileage. Cost-recovery pricing (charging users directly for parking facilities) typically reduces automobile trips by 10-30%.
Site design	The layout and design of buildings and parking facilities.	More multi-modal site design can reduce automobile trips, particularly if implemented with improved transit services.
Mobility Management	Policies and programs that encourage more efficient travel patterns.	Mobility management can significantly reduce vehicle travel for affected trips. Vehicle travel reductions of 10-30% are common.

TRANSPORTATION MODES

The City of Langley's transportation system is made up of the following principal modes:

- Private automobile
- Public transit
- Active transportation that includes walking, cycling, skateboarding and other non-

motorized modes

- Marine craft which tend to be tourist related
- Low speed vehicles such as golf carts and electric bicycles

Complete Streets

Complete Streets is an urban/street design concept and policy framework to ensure the entire right-of-way is planned, designed, constructed, operated and maintained to provide safe access for all users. In the past transportation infrastructure tended to focus on streets for vehicular traffic which is now recognized as being an outdated and dangerous practice.

The City of Langley adopted a Complete Street ordinance in 2012. In 2014 the Second Street Complete Street project was completed. The project involved two years of public consultation including an advisory committee, numerous community meetings, a three-day design charrette, and working closely with Langley Main Street Association. The improvements included a new street design to improve safety and comfort, widening the sidewalks to ten feet, adding a variety of pavers for visual interest, including a rain garden, and establishing a center plaza with benches, tables and chairs. Langley Main Street Association completed extensive landscaping on 20 bump outs which its members continue to maintain, and installed pedestals for the display of public art. The plaza is now the location of the weekly farmers market as well as numerous community events throughout the year. The Second Street project serves as a template for future street improvement projects.

EXISTING ROAD SYSTEM

Three major collector roads lead into the city of Langley. Langley Road is the principal connection between the City of Langley and SR 525 at Ken's Corner. Maxwellton Road, which intersects Langley Road just south of the Langley city limits, connects Langley with SR 525 to the west of Ken's Corner. Both have a 50 mph speed limit. Inside the city limits, Langley Road becomes Camano Avenue. All roadways in the city limits, including Camano, have a 25 mph posted speed limit. Brooks Hill Road leads westward to the Bayview community and outside of the City limits the speed limit is 40 mph. Figure T-4 shows the Langley Loop route. This concept was established to encourage people to leave the highway and visit Langley. While the signs still remain there has been limited promotion of the Langley Loop in recent years.

Coles Road is a two lane county road connecting Langley with SR 525 via Brooks Hill Road and Third Street. It is in excellent condition. Saratoga Road is a scenic road along the Saratoga Passage to the northwest of Langley. Saratoga Road is in poor condition. Sandy Point Road leads eastward to Wilkinson Road and provides an alternative route to the Clinton ferry and SR 525. It is in fair condition and has narrow shoulders.

The street network around the Downtown area resembles a grid, but residential neighborhoods outside the core have dead-end streets and cul-de-sacs. There are a number of walking trails that connect the residential neighborhoods with the downtown area but these are not well marked so visitors or people new to Langley are unaware of them.

Edgecliff Drive and Sandy Point Road serve the residential development in the eastern section of the city. Edgecliff Drive dead-ends just beyond the city limits as a result of a land slide.

The downtown streets (First, Second, etc.) are all two-lane streets, mostly with sidewalks and parking on both sides. Wharf Street, which connects downtown Langley with the harbor area at the foot of the bluff, is a very narrow street with a sidewalk on the eastern side.

Functional Classification

Classifying roadways by function provides a foundation for day-to-day decisions related to traffic operations, funding choices among competing road improvement projects and the long-range planning decisions related to land use and transportation needs. There are two primary functions of a roadway: mobility and land access. "Access" means the existence of driveways connecting the street with private property and the availability of part of the street for parking and loading. The movement or "mobility" function combines both the capacity to move quantities of vehicles or people along the street, and the ability to do so at a reasonable speed. The functions of access and mobility usually conflict with each other because access movements (i.e., left turns into and out of driveways or parking maneuvers) impede the smooth flow of traffic along the street.

The entire functional classification system is based on the evaluation of certain parameters including the following:

- Trip Length
- Traffic characteristics
- Continuity of functional classification
- Route feasibility
- Location of travel generators
- Geographical spacing of roads
- Miles and travel classification controls
- Integration of network with adjoining jurisdictions
- Ability of roads to serve other travel modes (i.e., bus, bicycle)

Functional classifications are generally divided into the following categories.

- **Arterial roads** provide the greatest degree of mobility and have the most limited access to adjacent land uses. There are no arterial roads in Langley.
- **Collector roads** generally provide equal mobility and land access.
- **Local access roads** provide more access to land than they provide mobility.

Table 1.
Transportation Roadway Classification

<p>Principal Arterial – provides traffic movements into, out of, and through a city. Principal arterials carry the highest amount of traffic volumes and provide the best mobility in the roadway network by limiting access and having few traffic control devices with high speed limits. Regional and inter-County bus routes are generally located on principal arterials, as well as transfer centers and park and ride lots.</p>
<p>Secondary Arterial – connects with and augments principal arterials. Secondary arterials allow densely populated areas easy access to principal arterials. Because they provide more access to adjacent land uses (i.e., shopping, schools, etc.) than a principal arterial, these roadways have lower traffic flow rates. Secondary arterials also serve as local and inter-community bus routes.</p>
<p>Collector – provides easy movement within neighborhoods and channel neighborhood trips onto the secondary and principal arterial street system. Collectors typically carry moderate traffic volumes, have relatively shorter trips than arterials, and carry very little through traffic. Local bus routes sometimes use collectors for passenger pickup.</p>
<p>Local Access Streets – comprises all roadways and streets not otherwise classified. The main function of local access streets is providing direct access to abutting properties. Very often at the expense of traffic movement. Characteristics often associated with local streets are low speeds and delays caused by turning vehicles. Local streets are not generally designed to accommodate bus movements.</p>

Within the City of Langley, the functional classification is split into three categories according to the USDOT classification system.

1. Major Collector Streets
2. Minor Collector Streets
3. Local Access Streets

As indicated, streets listed below are designated as major collectors:

- Anthes Avenue (Second to Sixth)
- Brooks Hill Road/ Third Street
- Camano Avenue
- Sixth Street
- Cascade Avenue
- Second Street (to DeBruyn)
- DeBruyn Avenue (Third to Second)
- Park Avenue (Third to Sixth)

Seven streets are designated as minor collector streets:

- Park Avenue (First to Third)
- Edgecliff Drive (Camano to Decker)
- First Street (DeBruyn to Second/Cascade)
- Wharf Street (Cascade to End)
- Decker Avenue
- Sandy point Road
- Saratoga Road

All other streets in Langley are classified as local access roads.

Geometrics and Traffic Control

Most roadways are two-lanes with 20 to 22-foot pavement widths and narrow gravel shoulders. The downtown streets are generally wider and have sidewalks and parking on one or both sides.

There are no traffic signals within the city. There are all-way stops at the intersections of Cascade Avenue/Sixth Street, First Street/Anthes Avenue, Second Street/Anthes Avenue, Third and Park, and 2nd and Cascade. All other intersections are controlled by stop signs on the minor street approach.

Traffic Operations

A Level of service (LOS) analysis serves as an indicator of the quality of operation at an intersection. It is a measure that focuses almost exclusively on road capacity for vehicles. However, public transportation and bicycle and pedestrian paths meet a portion of the community's transportation needs although there is little current data available to confirm the extent. Programs to reduce demand or shift traffic away from rush hours or to encourage more walking may reduce the need for new facilities. As a result, lower LOS may be justified for street capacity in dense urban areas even if streets are congested, if overall mobility is adequate³. The LOS grading ranges from A to F such that LOS A is assigned when no delays are present and low volumes are experienced. LOS E, on the other hand, represents the 'at capacity' condition-no more vehicles could be added to the intersection without a breakdown in traffic flow. LOS F is an unacceptable level of service and indicates long delays and/or strained traffic flows.

Table T-2 summarizes the existing levels of service for the four main intersections.

³ Source: <http://mrsc.org/Home/Explore-Topics/Planning/General-Planning-and-Growth-Management/Level-of-Service-Standards-in-Plain-English.aspx>

**Table T-2
Existing Intersection Levels of Service**

Intersection	Existing LOS	Adopted LOS	Traffic Control
Camano Avenue/ Sandy Point Road	A	C	Four-way stop
Camano Avenue/ Edgecliff Drive	A	C	Four-way stop
Sixth Street/ Cascade Avenue	A	C	Four-way stop
Third Street/ DeBruyn Avenue	A	C	Four-way stop

In preparing the Island County Transportation Element⁴ a travel demand model was calibrated with 2012 traffic counts and used to forecast traffic volumes and travel patterns based on anticipated changes in land use. The 2036 forecast was based upon population and employment forecasts undertaken by Island County for the IC Comprehensive Plan and Buildable Lands Analysis. These forecasts are also identified in the Land Use Element of this Comprehensive Plan.

The forecast traffic volumes show small changes in overall growth on roadways within Island County. For the City of Langley the traffic volumes were measured for Maxwellton/Langley Road intersection only. Table T-3 shows the 2012 actual and 2036 estimated traffic volumes for this intersection as well as the actual and estimated LOS. The PM peak hour is measured during the weekday period between 4:00 to 6:00 PM.

Table T-3: Traffic Volumes and Level of Service

	Southbound	Northbound	LOS
2012 PM peak hour traffic	165	140	B
2036 PM peak hour traffic	175	155	B

As outlined above, the projected LOS for the City for traffic volumes does not indicate a reduction in vehicular LOS. Despite the high LOS for these intersections the City intends to continue working towards reducing the demand for vehicles by continuing to improve pedestrian and bicycling facilities and networks.

The City has not evaluated the LOS for other modes but we are aware that communities are starting to establish LOS ratings for walking, cycling and public transit, and to consider transportation demand management strategies as alternatives to roadway capacity expansion. Moving forward, the City plans to develop LOS standards for other modes of transportation. At the same time, depending on the available data it may be appropriate to establish mode shift goals. A multi-modal LOS system better reflects actual conditions and capacity as well as providing the community with the ability to improve LOS by implementing a wider variety of system upgrades. Motor vehicle LOS typically measure whether sufficient capacity is available in the system to accommodate vehicle demand. For

⁴ https://www.islandcountywa.gov/Planning/2016CompPlan/2016_08-Transportation.pdf

other kinds of users, such as pedestrians, transit riders or bicyclists, LOS standards measure whether usable facilities are available at all, or they measure service quality when facilities do exist⁵.

Transportation Demand Management or TDM refers to various strategies that change travel behavior (how, when and where people travel) in order to increase transport system efficiency and achieve specific planning objectives. TDM is increasingly used to address a variety of problems. There are numerous TDM strategies using various approaches to influence travel decisions. Some improve the transport options available such as ride share programs and transit and non-motorized improvements; some provide incentives to change travel mode, time or destination such as parking pricing or pay-as-you drive vehicle insurance; others improve land use accessibility including smart growth, traffic calming, and parking management; while others involve transport policy reforms and new programs such as commute trip reduction or tourist transport management⁶.

Accidents and Safety

According to the City of Langley Police Department between the period of August 2007 and August 2017 there were 173 non-injury motor vehicle accidents and 22 injury motor vehicle accidents. There are no records of pedestrian accidents. The City will continue to improve safety for pedestrians, bicyclists and vehicle drivers through the continued implementation of pedestrian and traffic calming improvements and incorporating Complete Streets elements where possible.

Parking

Parking in Langley as in many North American cities is perceived as being inadequate and/or inconvenient. Two studies (2011 and 2015) were undertaken to review parking in the downtown core. The 2011 study determined there were over 500 parking spaces, both private and public, in an area bordered by First and Third Streets between Cascade and Anthes Avenues. The findings for both studies indicate that there is adequate parking in the downtown, but there may be some periods such as the Friday farmers market or when there is a large event, that parking in the core may be limited. Fortunately given the size of the City there is parking within a short walk. There is, however, a shortage of parking for persons with physical disabilities. Poor signage for parking options for visitors may contribute to the perception that there is a lack of parking. These events do not however appear to impact the LOS as outlined in table T-2 above.

There are a few parking/charging spaces for Electric Vehicles which are found in the downtown area. The public station is located at 2nd Street and Anthes Avenue and there are two private stations: Inn at Langley and the Saratoga Inn.

The original source for the City's parking code requirements is unknown but it appears to date back to ordinances adopted in 1973 and 1981 and earlier. In general, residential parking standards tend to be based on numerous parking demand studies, which are generally performed at new suburban sites with unpriced parking. Parking regulations often

⁵ <https://deptofcommerce.app.box.com/s/erocgtpv3acyxv2m9bcb59c38s13qqjb>

⁶ <http://www.vtpti.org/tdm/tdm12.htm>

reflect an 85th percentile demand standard, which means that 85 out of 100 sites will have unused parking supply even during peak periods. These standards tend to be excessive for more accessible conditions and where other Transportation Demand Management strategies are implemented.⁷ While changes to the parking standards have been made to recognize Langley's historic downtown and the inability to provide on-site parking due to the small lot size, for example, in general the City's parking requirements tend to replicate a more traditional (conservative) standard.

TRANSIT SERVICE

The Island County Public Transportation Benefit Area (PTBA), doing business as Island Transit, serves the transit needs of the City of Langley and its residents. The City is a member of the PTBA. The agency's services include:

- Fixed route service
- Para-transit service
- A vanpool program
- Ride matching programs
- Park and Ride facilities

All of Island Transit's services are provided free to its users. The system is funded by 0.9 percent of local sales tax revenue. Figure T-3 shows alternate travel options in the City including bus routes and bus stops, park and ride, and EV charging stations.

Bus Routes

Two bus routes travel through Langley. Routes 1SB (southbound) and 1NB (northbound) provide conventional fixed route transit along the SR 525 between the Clinton Ferry Dock to the city of Oak Harbor for Whidbey Island. This route serves Langley via stops at Kens Corner and Maxwellton Road. Route 57 directly serves the city of Langley, from the Clinton Ferry Dock connecting to Freeland. All buses have racks for a maximum of three bikes.

Buses run from about 6 am to 7:30 pm Monday to Friday with buses arriving every 40 to 60 minutes. Saturday service has recently been implemented. The Noble Creek Transit Park is the main bus 'terminal' in the City however the primary stop in Langley is located on Anthes Avenue and Third Street, likely due to its central location.

Island Transit's Transit Development Plan: 2017 – 2022 states that it plans to expand service to include Saturday or weekend service while maintaining or modestly expanding services into underserved and unserved areas where demand has or will surpass the current level of service. The lack of weekend service together with the limited supply of affordable housing for workers is creating an issue for employers seeking and keeping employees for their businesses. Given that the Transit Development Plan did not point to issues of congestion or declining intersection LOS on any of its routes, and also given that Langley's intersection LOS measured A for all intersections, specific LOS standards were not established for the transit routes through Langley for this update.

⁷ http://www.vtpi.org/tdm/tdm73.htm#_Toc18599155

Para-transit and other services

Para-transit service has been offered to Langley residents since March 26, 1992. Riders must fill out an application form and be accepted for service based upon federal criteria for citizens covered by the Americans with Disabilities Act. Users must provide 24 hour notice of their trip to Island Transit in order to arrange for door-to-door service.

Vanpools and Ridesharing

As of summer 2017 Island Transit operates 56 vanpools across Whidbey and Camano Islands. Twenty-three of them start in either Freeland, Bayview or Clinton, generally departing from one of the park and rides and travelling to the mainland to large employers such as Boeing, Fluke & Esterline in Everett, Costco in Issaquah, Microsoft Nintendo, Panasonic and Honeywell in the Redmond area, and other employers in the Seattle area. This is based on August 2017 data and therefore subject to change.

There are a number of “park and ride” lots on south Whidbey Island that enable ridesharing. Two are located in Langley one at Third Street and Anthes Avenue and the other at the Noble Creek Transit Park.

AIR SERVICE

Whidbey Island and the City of Langley are served locally by several air facilities. Regularly scheduled airline service is not currently offered on Whidbey Island. The primary airstrip serving the Langley area is the Langley Whidbey Airpark (Porter Airpark) on Crawford Road.

NON-MOTORIZED TRANSPORTATION

Non-motorized transportation plays an important role in an efficient transportation system:

- Walking is a nearly universal activity that provides mobility, exercise and pleasure.
- Walking and cycling provide affordable basic transportation.
- Walking and cycling are popular recreational activities. Improving walking and cycling conditions provides enjoyment and health benefits to users and it can support retail, recreation and tourism.
- Pedestrian environments (sidewalks, paths and trails) are a large portion of the public realm. Many beneficial activities (socializing, waiting, shopping and eating) occur in pedestrian environments, and so are affected by their quality.

Pedestrian Facilities

The compact size of Langley makes it a very walkable community and the length of safe pedestrian routes in Langley increase every year. Langley’s downtown depends on the walkable environment to attract visitors and local customers.

An inventory of the pedestrian network is shown on Figure T- 6. The inventory is broken down by roads with sidewalks on one or both sides of the street, unpaved and paved shoulders as well as identifying priority routes. This inventory will help to guide future pedestrian improvements. The trail or off-road network is also included in this element and Figure T-5 shows desired linkages between different areas in the City and Joint Planning Area. It is anticipated that in the future these connections will be made as properties move

forward with development.

For this Comprehensive Plan the trails discussion and related goals and policies have been moved from the Parks and Open Space Element to Transportation in recognition that trails are part of the pedestrian network and therefore must be included here. There are not many off-road trails and those that exist are fragmented and were created without the benefit of a larger trail system vision. However, there are trails that provide links through neighborhoods and between city streets. Many of these trails are located across private property without the benefit of easements. As they are “informal” trails they haven’t been constructed based upon any standards. The Parks and Open Space (POS) Commission has identified the need to begin working with property owners to try and formalize these trails.

Langley’s downtown contains numerous lanes and alleys that provide north south links between the two main streets of First and Second Streets. Recent efforts by Langley Main Street and the Langley Arts Commission to improve some of these lanes and alleys have been very well received. Alleys that were previously underused are now attractions in themselves as a result of installation of public art and interpretive signage, for example.

In 2007 Dan Burden, Director of Walkable Communities, completed walking audits for Langley and other south Whidbey Island communities. The assessment considers 12 qualities: human scale, defined town center, enclosure/streetscape, trails/sidewalks and crossing, imageability and complexity, security and transparency, street connectivity, street design, intersection design, complete street score, open space/parks/plaza, and sociability. The audit scored Langley as almost ‘highly walkable’. Given the improvements in Langley’s downtown core since 2007 that score is likely to have improved. Dan Burden recommends the City adopt a number of pedestrian design guidelines. Some of which have already been codified. These recommendations will be revisited as part of the design guideline review.

Bicycle Facilities

There are no dedicated bicycle routes or lanes in Langley. There are also limited bicycling facilities such as dedicated bike parking or end of trip facilities. Bicyclists may use the existing roads and streets, however some roads are safer than others due to their limited width and/or narrow shoulders. Future improvements to accommodate bicycling routes and facilities will be welcome additions to Langley’s multi-modal transportation system.

Golf Carts

In 2012 City Council adopted a golf cart ordinance that permits golf carts to be used within the City during daylight hours. Golf carts are used by Langley Main Street Association as a tourist shuttle throughout the year. Currently there are limited numbers of private golf carts being driven around town. However given the growing numbers of elders in the City this is likely to change.

MARINE AND FERRY SERVICE

Ferry Service

Passenger and auto ferry services, are provided by the Washington State Department of Transportation, Marine Division to the terminal at Clinton, south of Langley. This route

connects with Mukilteo in Snohomish County, and links Whidbey Island with the Seattle-Everett metropolitan area. There is limited free parking at the Clinton ferry terminal and very limited long-term parking at the Mukilteo ferry terminal which limits the ability of frequent ferry travelers to walk on and use public transit.

Port of South Whidbey Harbor at Langley (Marina)

The Port of South Whidbey has been involved with the development of the marina since the Port was formed in 1961. In 2009 the Port took ownership of the Marina. The Marina offers both long term and transient moorage for recreational and commercial vessels with over 500 linear feet of dock space and 29 slips. The Marina offers additional services including pump out facilities, a restroom and showers, limited parking, boat ramp, beach access and fishing.

In 2014 the Port installed a 400-foot breakwater that provides moorage for larger vessels, including the ability for passenger vessels to tie up on the outside of the breakwater. As a result, the Victoria Clipper is now making Langley a destination in the off season as part of whale watching tours.

In 2004, the Port and City of Langley sponsored The Langley Boat Harbor and Environs Master Plan to examine opportunities to expand the marina and enhance the adjacent waterfront. In response, the ownership of adjacent properties and facilities were transferred from the City of Langley to the Port as part of an Interlocal Agreement (ILA). The Port intends to begin reviewing and updating the Harbor Master Plan in consultation with the City. This plan will guide future expansion of the facilities as well as recommend how to finance the improvements.

In January 2014, the Port of South Whidbey adopted its Comprehensive Scheme 2013-2019⁸. The following issues are identified as limiting factors for the Langley Marina:

- Seasonal occupancy – High season occupancy of transient slips has recently hovered around 70-percent, but decreases to 23-percent in the shoulder season (June to October) and to 13-percent in the low season (November to May). Increasing occupancy would increase revenues and the economic benefits of the site without requiring significant additional capital investment.
- Steep slope and lack of connections to downtown Langley – The steep slope between the marina and downtown Langley limits the visual connections and acts as a barrier. Further, the slope is susceptible to erosion: a spring mud slide in 2013 temporarily closed the Wharf Street access.
- Limited parking – On-site parking is limited; off -site parking is needed for more than eight boat trailers. However, the one parking lot available for this purpose is not available on Sundays and Island Transit does not provide Sunday service. Limited parking inhibits the ability of commercial users, like whale watching businesses and charter boats, to embark from the South Whidbey Harbor, especially on Sundays. A recent purchase of an adjacent lot provides an additional 8 to 10 parking stalls.

⁸ <http://www.portofsouthwhidbey.com/downloads/20161122%20PofSW-CompScheme%20Amend1.pdf>

- Small, older marina facilities – The restroom on site is older and undersized; the Port also lacks an adequate marina office and storage areas.
- Long term maintenance and replacement needs – Marinas are expensive facilities to operate and maintain over time. Best practices dictate maximizing occupancy and adopting a rate structure that generates funds that can be used for major maintenance projects. The core infrastructure of the marina is a 20-year old creosote pile stockade, and there is a limited life span remaining for this structure and the interior docks.

Island Regional Transportation Planning Organization (IRTPO)

The IRTPO was established in September 2016 to address the transportation needs and concerns of Island County residents, including making cooperative award decisions for certain federal transportation grant programs. IRTPO member organizations were formerly associated with two other joint planning groups that have since dissolved. The IRTPO is a voluntary organization made up of WSDOT, local governments and interested major employers with the mission to work collaboratively to address multi-modal transportation issues within and across regional boundaries. The City of Langley is a member organization and actively participates at both the technical advisory and policy levels, thus helping to ensure that the City’s transportation plans are regionally coordinated. The IRTPO adopts a Unified Planning Work Program on an annual basis to guide work activities and their related budgets. A Regional Transportation Plan is currently being prepared and has an expected completion date of Q4 2018.

Whidbey Island/Seatac Shuttle

Whidbey-SeaTac Shuttle is a locally owned and operated airport shuttle van service, serving all of Whidbey Island with transportation to Sea-Tac International Airport in SeaTac, Washington. The Shuttle identified a need for fast, convenient and direct transportation service. The operators offer approximately 11 return trips per day and will increase the frequency of services as demand increases.

Concurrency

The Growth Management Act (GMA) requires concurrency for transportation facilities. For transportation, concurrency means “improvements or strategies are in place at the time of development, or that commitment is in place to complete the improvements or strategies within six years.”⁹ The purpose of concurrency is to ensure that the public facilities and services necessary to support development are adequate to serve that development at the time it is available for occupancy and use, without decreasing service levels below locally established minimum standards¹⁰. Concurrency ensures consistency in land use approval and the development of adequate public facilities as plans are implemented, and it prevents development that is out of sync with the public facilities necessary to support the development. The concurrency management system is the combination of comprehensive plan policies, implementing development regulations, and the day-to-day operations that meter and monitor the achievement of concurrency¹¹.

⁹ RCW 36.70A.070(6)(b)

¹⁰ RCW 36.70A.020 (12)

¹¹ <https://deptofcommerce.app.box.com/s/erocgtpv3acyxv2m9bcb59c38s13qqjb>

The City is far removed from the state facilities and the regional transportation model did not predict transportation impacts on state facilities or other regional jurisdictions based on existing or proposed land use and traffic patterns in Langley.

TRANSPORTATION IMPROVEMENT PROGRAM

Local jurisdictions are required to prepare and keep current a Six-Year Transportation Improvement Program (TIP). These programs identify capital transportation projects, prioritize them, indicate project costs and identify funding sources for each project. Langley will continue to prepare TIPs every year in a manner consistent with the general guidance of the comprehensive plan and to implement its goals and policies. Langley's current TIP, adopted August 2017, is incorporated herein by reference. This year's TIP includes numerous multi-modal improvements which has not been the case in previous TIPs.

Transportation Improvement Program 2018 - 2023

2018

Saratoga Road (City limits to DeBruyn)	\$634,150
Full Depth Reclamation (FDR) and overlay	(\$31,750 local match)
TIB Small Cities Preservation Program grant applied for	
 Saratoga Road (City limits to DeBruyn)	 \$500,000
Widening for walkway	
 First Street (Wharf to Anthes)	 \$250,000 (no local match)*
Milling, overlay road, wider sidewalk, crosswalks,	
ADA improvements, plaza, bike racks	
TIB Complete Streets grant awarded	
 Edgecliff Drive to Sandy Point	 \$500,000
Connecting trail	

2019

Second Street (Anthes to DeBruyn)	\$530,000
Milling, overlay and separated walkway with an	(\$72,000 local match)*
extruded curb	
STP grant awarded	
 Middle Earth Trail (behind Middle School Field)	 \$50,000
Reestablish	

2020

Sandy Point Road (Camano Ave to Cedar Circle)	\$700,000
Full Depth Reclamation (FDR) and overlay	(\$35,000 local match)

Will apply for a TIB SCPP grant	
Fourth Street (Cascade to Anthes Reconstruction)	\$1,000,000
2021	
Third Street (City limits to DeBruyn Milling and overlay STP grant awarded)	\$442,900 (\$60,000 local match)
DeBruyn (2 nd Street to 3 rd Street Milling and overlay STP grant awarded)	\$130,050 (\$17,600 local match)*
Park Avenue (3 rd Street to 4 th Milling and overlay STP grant awarded)	\$117,400 (\$16,000 local match)*
Fairgrounds Road Widening to provide bike/pedestrian lane Highland to Langley Road	\$750,000
2022	
Edgecliff Drive (Camano Ave to Furman Milling and overlay)	\$800,000
Wharf Street Widening (includes retaining wall)	\$750,000
Third Street Connection with Cascade Ave Requires property acquisition	\$1,500,000
2023	
Sandy Point Reconstruction and widening (Cedars to City Limit)	\$1,000,000
Edgecliff Reconstruction and widening (Furman to City Limits)	\$750,000
Sixth Street to Park Ave, Park Ave to Third Street Widening to provide bike/pedestrian lane	\$500,000
Al Anderson Ave, Sixth Street to the Highlands Widening to provide bike/pedestrian lane Requires property acquisition	\$800,000

*These projects will be included in the WSDOT Transportation Improvement Plan as

they have grant funding. All other projects do not have committed funding.

TRANSPORTATION GOALS AND POLICIES

GOAL T-1 Multi-Modal Transportation Network

Strive for a multi-modal transportation network that safely and conveniently accommodates multiple functions including travel, social interaction and commerce, to provide for more vibrant neighborhoods and more livable communities.

T-1.1	Develop and implement a multi-modal transportation plan that provides multiple linkages across the whole City, in particular within city core, and to adjoining County roads and trails.
T-1.2	Review road design standards to ensure they include the requirements of a multi-modal transportation network.
T-1.3	In partnership with the City and State, review road classifications and what they mean to the City.
T-1.4	Prepare long-range plans for a future city road network that establish connections and adequate rights of way for a multi-modal transportation system.
T-1.5	Integrate public transportation, pedestrian and bicycling requirements into the land development review and the design and maintenance of public and private roads.
T-1.6	Review land use designations where roadway construction or upgrading to serve future land uses and densities is not feasible or where concurrence cannot be achieved.
T-1.7	Review road design standards to ensure adequate provision has been made for safe and efficient vehicular access to individual properties while maintaining the integrity of the city's roadway system.
T-1.8	Designate and design major collector roads and trail networks to be compatible with adjacent county roadways to achieve concurrent levels of service.
T-1.9	Maintain adequate access to and circulation within all developments for emergency service and public transportation vehicles.

T-1.10	Work with Island County to establish consistent road standards in the UGA and JPA.
T-1.11	Streets shall be designed to connect the community and provide efficient and safe circulation. Dead end streets are strongly discouraged.
T-1.12	Encourage commuter and through traffic to use the major collector streets instead of local streets and the downtown area.
T-1.13	Develop a comprehensive traffic calming policy that includes intersections for roads with different classifications.
T-1.14	Development applications with proposed increase in density may be required to provide a transportation plan that shows how the development will impact the transportation system and to provide mitigation where necessary.
T-1.15	Review road standards to improve neighborhood connections particularly for non-motorized vehicles and pedestrians.
T-1.16	Develop and implement a comprehensive way-finding program accessible to pedestrians, cyclists and drivers and that enhances the multi-modal experience for residents and visitors.
T-1.17	Develop a prioritization plan to retrofit City streets to comply with standards of the City's adopted Complete Street ordinance.

GOAL T-2 Urban Design

Design, regulate, and maintain Langley's transportation network to balance the needs of all uses and users, recognizes the streets' role as public spaces, and retains Langley's small-town character.

T-2.1	Encourage street furniture combined with traffic calming measures.
T-2.2	Protect and enhance the Langley Loop from the City's gateways to downtown.

T-2.3	Consider use of different types of impervious surfaces where appropriate.
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T-2.4	Develop a transportation system that considers aesthetic and visual values. Examples: (a) existing trees and landscaping should be maintained along all city collectors and (b) new residential developments adjacent to collectors should be buffered from these facilities.
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T - 2.5	Complete Streets design recommendations shall be incorporated into all publicly and privately funded projects, as appropriate.
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T - 2.6	Review Dan Burden's 2007 Walkability Assessment recommendations for inclusion in the Design Guidelines and Municipal Code.
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GOAL T-3 Non-Vehicular Transportation

Establish equal access for non-motorized transportation facilities and services along all roadways to encourage walking and bicycling.

T-3.1	Wherever possible establish walkways that are separated from roadways along all collectors in the city.
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T-3.2	Provide a safe system of pedestrian facilities that connects different parts of the city and has links to the county trail system.
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T-3.3	New development shall provide public access for pedestrian and other non-motorized vehicles that connects to existing or future public-access walkways outside of the development.
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T-3.4	Provide convenient and secure bicycle parking facilities downtown, on the waterfront, and at other major activity centers.
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T-3.5	In partnership with local businesses and other stakeholders, develop end of trip facilities for cyclists.
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T-3.6	Sidewalks shall be required for all new development, redevelopment, or street replacement in all business districts and residential subdivisions. Pathways should be required for residential development.
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T-3.7	Enhance existing and develop new pedestrian connections between neighborhoods and all business centers.
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Goal T-4 Mobility

Design facilities and provide services that meet the mobility needs of all citizens.

T-4.1	Provide pedestrian facilities to establish and maintain access between public facilities and residential areas.
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T-4.2	Construct pedestrian facilities that accommodate persons with different levels of mobility.
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T-4.3	Establish barrier free access to and from public rights of way, public facilities and private development that is safe and takes the most direct route possible.
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GOAL T-5 Vehicle Access

Restrict the number of direct vehicle accesses onto collector streets to enhance both traffic flow and safety.

T-5.1	Review driveway and intersection standards to ensure safety, both vehicular and pedestrian as well as efficient traffic flows.
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T-5.2	Where practical, require joint driveway access as a condition of new development for properties that have compatible land uses.
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T-5.3	Review road design standards to ensure adequate provision has been made for safe and efficient vehicular access to individual properties while maintaining the integrity of the city's roadway system and safety for non-vehicular modes of transportation.
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GOAL T-6 Concurrency

The Transportation Element shall meet the GMA's goal for concurrency and maintain the City's level of service (LOS) for all modes.

T-6.1	The goals, objectives and policies of the Comprehensive Plan shall be used to guide interpretations of land development application's concurrence with transportation.
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T-6.2	Assess the City's collector street to ensure Langley's LOS does not deteriorate beyond LOS C.
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T-6.3	Continue to collect traffic counts on collector streets entering Langley to better understand traffic variations, impacts, and implications related to seasonal residents and tourists.
T-6.4	Consider revising First Street's designation to a major collector road.
T-6.5	The City should conduct an analysis of Fairgrounds Road and Al Anderson Road with regards to the adequacy of the road and pedestrian services. When appropriate begin working with WSDOT and the landowners to reclassify the road.
T-6.6	Encourage the use of programs aimed at reducing peak period traffic congestion in adjacent communities that discourage the use of single occupancy vehicles, and increase the use of public transportation by means such as park and ride lots, park and pool lots, vanpools, car pools and ride sharing.
T-6.7	New development/redevelopment that creates the need for off-site traffic safety and control measures should be responsible for the necessary improvements to the degree caused by the development.
T-6.8	Review the Wharf and First Streets and Sunrise Lane intersections for safety in particular for over length vehicles.
T-6.9	Consider using mixed-multi-modal level of service as a performance metric rather than level of service.

GOAL T-7 Impacts

Emphasize transportation improvements that have positive or minimal adverse impacts on the natural environment, air quality, energy consumption, and that reduce greenhouse gas emissions.

T-7.1	Review design standards to ensure negative impacts to critical areas, drainage patterns, and soil profiles are mitigated.
T-7.2	Locate transportation facilities such that negative impacts to wildlife habitat, floodplains, wetlands and geological hazard areas, resource lands and other Environmentally Sensitive Areas (ESAs) are minimized.

T-7.3	Develop an urban forest strategy that includes street trees for developments/redevelopments both public and private.
T-7.4	The multi-modal transportation plan shall include policies, actions, and strategies for climate change adaptation and mitigation.
T-7.5	Foster approaches to transportation that reduce per capita fossil fuel use, such as the location of recharging stations for electric vehicles.
T-7.6	Develop policies and strategies for land use and development that result in reduced GHGs for new development as well as for redevelopment activities.

GOAL T-8 Regional Transportation

The Transportation Element shall be compatible with the Countywide Planning Policies and the Island Regional Transportation Planning Organization (IRTPO) goals and objectives.

T-8.1	Establish and maintain an on-going process for the development, mutual adoption, and revision of countywide transportation goals, objectives, and policies.
T-8.2	Participate in the organization and planning activities of the IRTPO including the preparation of a regional transportation plan.
T-8.3	Develop long-range transportation plans and implement transportation improvement programs that are compatible with the regional transportation plan.
T-8.4	The county and city shall coordinate with Island Transit and the state in the development of transportation facilities of statewide, region-wide and countywide significance.
T-8.5	All Transportation Improvement Plans must include improvements for both motorized and non-motorized modes of transportation.

GOAL T-9 Island County

The city shall work jointly with Island County to provide adequate transportation systems, such that development can proceed with order and according to the land use elements of local comprehensive plans.

T-9.1	Produce coordinated forecasts of road and highway needs and transit demand based on the regional travel demand models and the land use elements of county and city comprehensive plans.
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T-9.2	Establish compatible methodologies and standards by which to determine the types and estimated costs of needed future transportation system improvements.
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T-9.3	Prioritize lists of future transportation system improvements based upon the extent they fulfill the objectives of the regional transportation plan and county and city comprehensive plans.
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GOAL T-10 Marine Transportation

The City shall work together with the Port of South Whidbey, Island Transit, and Island County to accommodate marine transportation as an alternative to vehicular transportation.

T-10.1	Provide sufficient berthing capacity and harbor and navigational improvements for water borne transportation services.
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T-10.2	Provide safe, efficient and barrier free access between the harbor and downtown for water borne passengers and visitors.
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T-10.3	Investigate and establish alternative access for emergency personnel to the harbor area.
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T-10.4	Enhance connections from the harbor to the Island Transit system.
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GOAL T-11 Parking

Manage parking such that its impacts are minimized and parking is consistent with the goals of this element.

T-11.1	Consider the use of pervious alternatives for parking.
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T-11.2	Review development standards to ensure run-off from parking areas does not create erosion and/or contaminate groundwater and the Sound. The use of green infrastructure is strongly encouraged.
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T-11.3	Parking areas shall have a landscape buffers where necessary to reduce negative impacts between different land uses.
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T-11.4	Locate parking areas to the rear of a building.
T-11.5	Review parking requirements and consider establishing maximum parking requirements and other methods to reduce the area devoted to parking, including shared parking.
T-11.6	Reduce parking demand by requiring accommodation for new development plans for pedestrians, public transportation, ridesharing, and bicycles.

GOAL T-12 Public Transportation

In partnership with Island Transit, Island Regional Transportation Planning Organization (IRTPO) and other stakeholders, establish a more robust local and regional public transportation system.

T-12.1	Locate bus stops and design bus pullouts and on-site circulation to accommodate public or school bus transportation where potential ridership warrants such improvements.
T-12.2	Participate in public awareness and education programs with Island Transit to encourage more reliance on public transportation.
T-12.3	In partnership with ITPO and new large employers/ businesses, facilitate improved access to public transit and provide bus stops.
T-12.4	New development and redevelopment should be designed to provide and encourage non-motorized access to transit. The location of bus stops and shelters should be incorporated into larger residential and non-residential project design.
T-12.5	Adopt road design standards, site-access guidelines, and land use regulations that support transit.

GOAL T-13 Trails

Develop, maintain, and enhance a trail system that connects parks, riparian areas, waterfront, harbor, open space, residential neighborhoods, and commercial areas inside and outside the City of Langley.

T-13.1	Develop a trail management plan that includes meaningful public engagement, establishing Levels of Service (LOS), identifying land acquisition, funding mechanisms, and priorities. Such a plan could form part of the multi-modal
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	transportation network plan.
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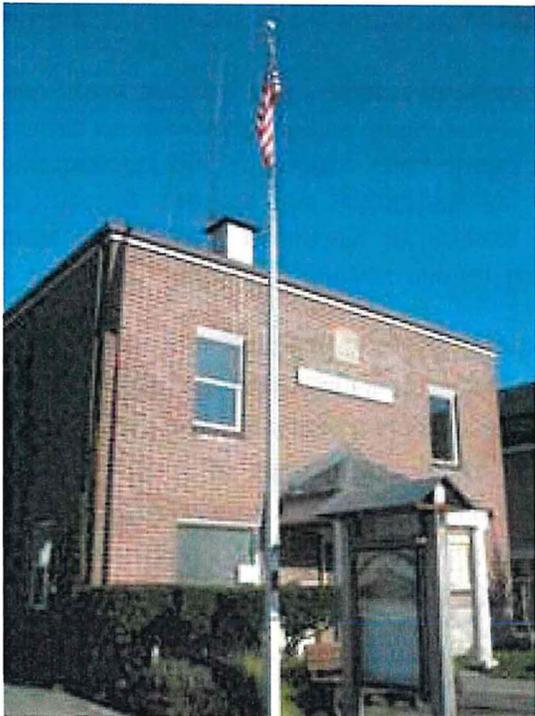
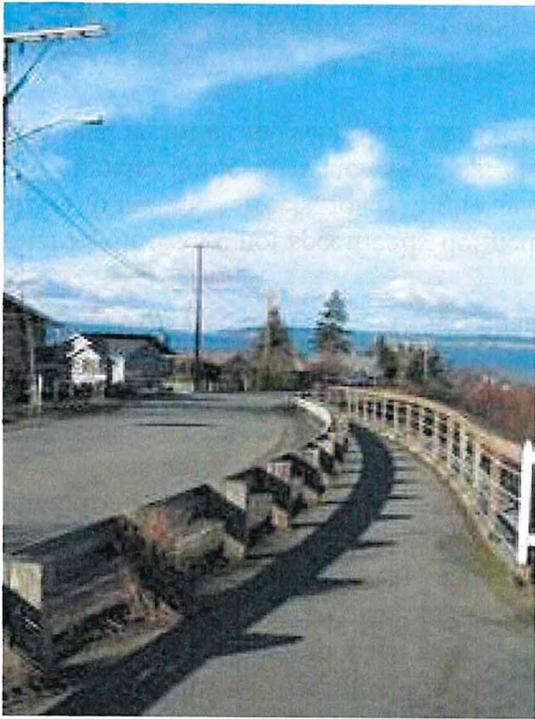
T-13.2	The trail management plan shall be designed to enhance circulation between parks and open space features and strengthen connections to neighborhoods through the use of the following features:
a.	A multi-modal pathway or trail system that connects points in the city and areas in the county.
b.	Shared use streets/alleys where the streets are an extension of the parks, open space and trail network.
c.	Scenic roads that form Langley's gateway.
d.	Increased opportunities for public access to and across the marine and freshwater environments.
e.	Guidelines for trail easements and working with landowners to encourage the donation of trail easements.
f.	Public education about trail use etiquette.
g.	Trail standards for each trail type that would include at a minimum types of surfacing, width, grade, etc.
h.	Maintenance and budgeting requirements

T-13.3	Develop a Level of Service for walking and cycling facilities to include such features as network continuity, network quality, traffic protection, road crossing, topography, and wayfinding.
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T-13.4	Work with Island County to implement the 2006 Non-Motorized Trails Plan. Work specifically to achieve a non-motorized connection from Langley to the Saratoga Woods and Putney Woods complex.
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T-13.5	Establish and protect trail corridors that connect parks and open spaces within the City to the extent possible using a variety of tools including but not limited to acquisition and trail easements.
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T-13.6	Review Code regulations and establish clear criteria for new multi-family, mixed use developments, and subdivisions to dedicate public park or public open space or trails.
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Utilities and Capital Facilities Element

UTILITIES AND CAPITAL FACILITIES ELEMENT

This Utilities and Capital Facilities Element has been developed in accordance with Section 36.70A.070 of the Growth Management Act and with the Island County Wide Planning Policies to address the capital facilities and utilities needs in the city of Langley Urban Growth Area. It also provides a link between the land use planning policies of the city and the development activities of utility providers, and describes how the various utilities plan to accommodate forecasted growth over the next 20 years.

The element specifically defines capital facilities and identifies facilities and services included which are necessary to support development. It evaluates the city's fiscal capability to provide the capital/public facilities necessary to support the other comprehensive plan elements. The policies and objectives in this plan will guide public decisions on the use of capital funds and indirectly guide private development decisions by providing a strategy of planning public capital expenditures.

The Capital Facilities and Utilities Element assists the City in coordinating its physical and fiscal planning. The Capital Facilities and Utilities Element promotes efficiency by requiring the city to prioritize capital improvements for a longer period of time than the single budget year. Long range financial planning presents the opportunity to schedule projects so that the various steps in development logically follow one another, with regard to relative urgency, economic desirability, and community benefit. In addition, the identification of adequate funding sources results in the prioritization of needs, and allows the trade-offs between projects to be evaluated explicitly. The outcome of proper planning can be better implementation of the adopted community vision.

The Capital Facilities and Utilities Elements were combined into one element for this plan due to the size of the city and its capital/public facilities as well as the amount of overlap between the two elements that existed in the previous plan.

CAPITAL FACILITIES PROGRAM

The Capital Facilities Program within this element is a six-year financing plan for capital expenditures to be incurred each year. It sets forth each capital project which the jurisdiction plans to undertake and presents estimates of the resources needed to finance the project. The first year (2018) of the Capital Facilities Program will be converted to the annual capital budget that is adopted by Council, while the remaining five-year program for 2018 to 2030 outlines long-term project planning. Only the expenditures and appropriations in the annual budget are binding financial commitments. The projections for the remaining five years are not binding, and the capital projects recommended for future development may be altered or not developed due to costs or changing circumstances. The Capital Facilities Program is a six-year rolling plan that will be revised and extended annually to reflect changing circumstances.

Capital Facilities are not specifically defined by the GMA, however it does define public facilities to include “streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, park and recreational facilities and schools.” The GMA also defines public services to include “fire

protection and suppression, law enforcement, public health, education, recreation, environmental protection and other governmental services.”

Utilities are defined for this plan to include third party utilities such as electrical and telecommunication facilities (including telephone, cellular phone, and cable television services).

Capital Improvements

This Element identifies those capital/public facilities that require repairs, upgrading, and replacement, as well as new facilities that need to be developed to accommodate projected growth. The project may also include design, pre-engineering, permitting, environmental analysis, land acquisition, construction, major maintenance, site improvements, landscaping, initial furnishings, and equipment.

These are for facilities that are large scale, generally non-recurring high cost, and may require multi-year financing. This does not include capital outlay items such as equipment. Minor projects, activities or maintenance that cost less than \$5,000 are considered minor maintenance and are not capital improvements.

Capital Improvement Program

The city’s six-year and twenty-year capital improvement program is identified in Table C-1, which is hereby incorporated by reference. Table C-1 provides a brief description of each of the capital improvements projects, and provides an estimate of the total project costs. Capital improvement projects have been identified for transportation, parks and recreation, wastewater, potable water, stormwater drainage facility improvements, and other public facilities.

MECHANISMS TO FUND CAPITAL FACILITIES

In order to realistically project available revenues and expected expenditures on capital facilities, the city must consider all current policies that influence decisions about the funding mechanisms, as well as policies affecting the city's obligation for public facilities. The most relevant of these are described below.

General Taxes: This is the most common revenue source for capital facilities and include property tax, sales tax, utility tax, and real-estate excise tax. General taxes are flexible but fund numerous municipal activities.

Debt Service Funds: Langley currently has minimal long-term debt obligations. Annual bond payments for the Second Street project undertaken in 2014 total approximately \$35,000 and will be paid off in 2028. The city has the ability to issue general obligation bonds without voter approval, but must have the available revenue to pay the bond payments over time. In 2012 the city adopted updated budget policies to guide future bond proposals. The city currently has ample debt capacity, but there is limited ability under the existing budget to pay the costs of long-term bonds.

Grants and Loans: Different state departments offer grants and low-interest loans for different utilities: Department of Ecology for the Centennial Clean Water Fund and Clean Water SRF and the Department of Commerce for the Public Works Trust Fund (PWTF), and the Department of Ecology Clean Water SRF loan. The city has had success with some of these programs in the past. Island County has an Economic Development grant program that is funded by \$0.09 rural county sales tax that can also be utilized for capital projects.

Mandatory Dedications or Fees in Lieu of: The city may require, as a condition of development approval, that proponents dedicate a certain portion of the land in the development to be used for public purposes, such as roads or parks. Dedication may be made to the local government or to a private group, but must be proportional to the impact of the project. When a development is too small or because of topographical conditions a land dedication cannot reasonably be accommodated, the city may accept a voluntary fee in lieu of providing the needed improvement. Developers are responsible for providing all needed public facilities to accommodate a proposed development if existing facilities are lacking. The city may decide, at its discretion, to participate in the development of infrastructure to accommodate a development project to meet city goals such as economic development or affordable housing.

Impact Fees: Impact fees are one-time charges that can be assessed by a local government against a new project to help pay for new or expanded public facilities that will directly address the increased demand created by that development. Impact fees may only be used for capital facilities that are reasonably related to the new development, will directly benefit the new development, and will also serve the community at large. Impact fees can only be imposed for public streets, publicly owned parks, open space and recreation facilities, school facilities and fire protection facilities. Impact fees may not be used to correct existing deficiencies. The city does not collect impact fees due to the slow growth rate of development, the restricted use of funds and relatively short timelines permitted by the State to use the funds. (RCW 82.02.050-.110 and WAC 365-196-850)

Utility Fees and Permit Fees: Utility fees are user fees paid by the end user of the service and are typically comprised of inspection fees, bi-monthly utility charges, late fees, application and connection fees, and the like. The city has three utility funds: Water, Sewer and Stormwater. The fees collected for each specific utility are used for the day to day operation of that utility and include staff wages and related expenses, regular operating and maintenance costs, engineering, sampling, reporting, etc. There are also transfers from each Utility Fund to the General Fund and Capital Reserve Fund for the specific utility and to the Vehicle/Equipment Reserve Fund.

Capital Reserve Funds: Each of the utilities has a Capital Reserve Fund that is comprised of the transfer of funds from each of the Utility Funds outlined above. These funds are used for capital improvements and to pay for any debt service on these improvements. The reserve funds for water and sewer have existed since the early 90's. Until 2007, stormwater was a part of the street fund. The stormwater utility was created in 2007 and

its reserve in 2013.

Latecomer Agreements Latecomer agreements, also referred to as recovery contracts or reimbursement agreements, allow a property owner who has installed street or utility improvements to recover a portion of the costs of those improvements from other property owners who later develop property in the vicinity and use the improvements. Latecomer Agreements are allowed for sewer and water and roads. Chapter 35.72 RCW authorizes cities and counties to contract with a developer for the construction or improvement of street projects, and it authorizes, for a 15-year period, reimbursement of the developer by other property owners who subsequently develop their property and who meet certain criteria. RCW 35.91.020 authorizes contracts between a city or a county and a developer for construction of water and sewer facilities, and it authorizes, for a 15-year period, reimbursement of a developer by other property owners who did not contribute to the original cost of the facilities and who subsequently tap into or use the facilities.

Local Improvement Districts Local Improvement Districts (LIDs) are a means of assisting property owners in financing needed capital improvements through the formation of special assessment districts. Special assessment districts allow improvements to be financed and paid for over a period of time through assessments on the benefiting properties. The city has one LID, ULID 8 Commercial Surcharge, that was created in 1993 to construct Pump Station Nos. 1 and 2, as well as force main, outfall and some collection system improvements. ULID 8 was paid off in 2002. The commercial sewer surcharge was, however, made permanent at that time. The city has had several different LID's in the past, although none are active.

RCW Chapters 35.43 through 35.56 authorize and establish the mechanisms for cities to carry out a wide range of public improvements including streets, parking facilities, water and sewer systems, parks and recreational facilities, underground utilities and transportation facilities, and to assess benefited property owners for the costs of such improvements.

Subdivision Extractions Under chapter 58.17 RCW, the state subdivision law, cities or counties may require that developers install, at their expense, the improvements necessary for a full range of urban services in new subdivisions. Such improvements usually include streets, curbs and gutters, sidewalks, water systems, fire hydrants, sewer and drainage lines, and, in some instances, transit stops, parks and recreation facilities and sites for schools. Installation of these improvements is usually required as a condition of subdivision approval. Also, a performance bond or similar obligation is generally required to ensure that improvements will be installed in accordance with city or county requirements. If a proposed plat does not make "appropriate provisions" for the public health, safety, and general welfare, including such needed improvements, the legislative body must deny the proposed plat.

OBLIGATION TO PROVIDE CAPITAL FACILITIES

Coordination with Other Public Service Providers: Local goals and policies as described in the other comprehensive plan elements are used to guide the location and

timing of development. However, state agencies, special management districts, and utilities that provide public facilities within the city influence many local decisions. The planned capacity of public facilities operated by other jurisdictions must be considered when making development decisions. Coordination with other entities is essential not only for the location and timing of public services, but also in the financing of such services.

Other public service providers such as the school and port districts, Island Transit and Island County are important agencies to the city. The city's policy is to exchange information with these entities and to provide them with the assistance they need to ensure that public services are available and that the quality of the service is maintained.

Urban Growth Area Boundaries: The Urban Growth Area Boundary was established in order to ensure that urban services will be available to all development. The location of the boundary was based on the following: amount of un and under-developed land, environmental constraints, the concentrations of existing development, and the existing infrastructure and services.

PLAN IMPLEMENTATION AND MONITORING

Implementation

Outlined below are lists of the capital improvement projects by facility type, indicating which projects are needed to correct existing deficiencies. The lists provide estimates of project costs by year. Figures UCF-1 through 7 show the location of capital facilities in the City. The distribution among years matches the years in which capital improvement work is planned to achieve or maintain the adopted Level of Service standards and measurable objectives for various public facilities.

Top priority is generally given to projects which correct existing deficiencies, followed by those required for facility replacement and those needed for future growth. A further consideration is the economic and social benefits of capital projects.

Monitoring and Evaluation

Monitoring and evaluation are essential in ensuring the effectiveness of the Capital Facilities Plan Element. Capital Improvements are reviewed annually and amended to verify that fiscal resources are available to provide public facilities needed to support this element and the goals of the comprehensive plan.

Asset Management

Asset management (sometimes used interchangeably with infrastructure management) is a relatively young and evolving discipline, with the potential to inform decisions that will yield the best possible long-term social, economic and environmental value for a community. Asset management is a continuous quality improvement process. This ongoing process is incremental and scalable. It involves assessing capacity, demand and result, planning what needs to be done and implementing the plans. This continually informs how to enhance and expand the process. Asset Management Plans are integral to a robust Long-Term Financial Plan and support Sustainable Service Delivery. This integration identifies gaps between long-term costs and available funding. The financial planning process identifies opportunities to close the gap through adjusting service levels (reducing costs) and/or increasing funding (raising revenue).

CAPITAL FACILITIES INVENTORY**Water (ID# 45950W)**

The Langley water system service area is approximately 2.5 square miles. Map No. UCF-7 shows the Combined Water Service Area. The city served approximately 959 Equivalent Residential Units and 804 connections in 2016. According to the City's Water System Plan, adopted in 2012, future growth projections indicate that the City will ultimately serve approximately 1,300 by the year 2030.

The City is currently permitted for 301 acre-feet a year and future planning projections through 2030 predict that withdrawals will remain below permitted amount, with the demand estimated at 188.57 acre-feet in 2030.

The city's water system was mainly constructed during the 1960s. The city depends solely on ground water for its source. The city draws its water from the wells listed below:

Table UCF-1 City Wells

Well	Year Drilled	Depth	Size of Casing	Installed Capacity (gpd)
NO. 1	1987	281'	12"	518,400
NO. 2	Abandoned	7/22/97		
NO. 3	1962	42'	8"	129,600
NO. 5*	1971	238'	8"	360,00
NO. 6	1996	51'	8"	108,000

*Emergency Use Only

The city currently uses wells number 1, 3, and 6, which are located in its watershed area well field relatively close to its 650,000-gallon storage facility. Well number 5 has not been used as a source since Well number 1 was developed in 1987, due to the amounts of iron and manganese present in its water. Well No. 2 was abandoned due to well casing failure in 1997 and Well No. 6 was drilled as a replacement.

The three production wells have a mechanical capacity of 500 gpm or 720,000 gallons per day. The estimated current usage by the City is 134,807 gallons per day as shown in Table UCF-2.

The City's storage facility consists of one covered steel tank with a capacity of 650,000 gallons. This tank was constructed in 1996 as a part of an improvement project listed as

Phase I Water System improvements.

The distribution system is approximately 45,000 linear feet of water main and consists of older asbestos cement, and newer C-900 PVC or ductile iron pipe.

Langley's water service planning area is approximately 1,375 acres and is divided into High and Low-Pressure Zones. (See Figure UCF-3) The High-Pressure Zone is gravity fed by the reservoir, serves approximately 557 acres and has a 263.5 foot Hydraulic Grade Line (HGL). The Low-Pressure Zone (380 ft HGL) encompasses approximately 817 acres and is currently serviced by two separate booster pumping stations.

The Low-Pressure Zone contains the neighborhoods of the Cedars and Woodside, the Highlands, Upper Langley, Northview Terrace and houses off Al Anderson Road south of Louisa Street.

The High-Pressure Zone includes the distribution system in the town core (north of 6th Street) out to the west end (Saratoga Road, 3rd Street and Coles Road to the treatment plant), Louisa Street and Groom Lane, Sandy Point Road and east along Edgecliff Drive including Camano, Decker, and Furman Avenues.

Existing Water Quality

The City's well water sources are properly monitored in accordance with the Washington State Department of Health monitoring schedule for contamination, Well 1 (SO4) produces 75% of the total system demand, but contains high levels of manganese and iron. The arsenic level for this source averaged 8.9 ppb between 2015 and 2017 with 34 different tests taken. This level of arsenic is only 1.1 ppb below the Maximum Containment Limit (MCL). Wells 3 and 6 are a combined source (SO5), and produce 25% of the total system demand. Water from these wells is relatively acidic with a lower average arsenic level of 3.0 ppb. The wells pump simultaneously to provide optimal water quality tests indicate that the water meets the Washington State Department of Health standards.

Treatment

The Safe Drinking Water Act amendments passed by the U.S. Congress in 1986 require disinfection of potable water supplies, including ground water.

Wells #1, #3, and #6 are disinfected at the source with chlorine tablets and a contact time (CT) of 6 and provide free chlorine residuals throughout the system. Chlorine gas disinfection was replaced with a chlorine tablet system in 2010. A Corrosion control aeration manifold was installed in the storage tank in 2005 as a result of elevated copper levels in the distribution system.

Ground Water Characteristics

Ground water on Whidbey Island exists in three general aquifers. The "perched aquifer" is the nearest aquifer to the surface. It is limited to local areas and is not generally used for potable water.

The "water table aquifer," the next aquifer encountered, is the aquifer tapped by wells number 2 and number 3. The "sea level aquifer" occurs from 30 feet above to 200 feet

below sea level.

In 1982 all ground waters beneath Whidbey Island were designated a "sole source aquifer" by the Federal Environmental Protection Agency (EPA). The designation was based on the fact that ground water is the principal source of drinking water on the Island and on the aquifer's vulnerability to contamination from industrial sources, subsurface sewage disposal and seawater intrusion. The designation requires that federally funded projects be designed to ensure that ground water contamination will not occur. The United States Geological Society, DOE, DOH, and Island County Health and Planning Departments have done numerous investigations on ground water conditions in Island County. The studies indicate the need for increased management of ground water resources throughout the county in order to adequately protect the resource, which the City currently continues to address.

Water System Connections

The city’s 2016 water system connections as defined by their use is estimated as follows:

**Table UCF - 2
Water Connections**

Single-Family	639
Multi-Family	184
Commercial/Governmental/Industrial	136
Agricultural	0
Total	959

Projected Demands

Future demand can be projected based on the estimated future population to be served by the water system. The projected population is multiplied by the historical values for maximum day demand and average day demand. Average daily usage (residential and commercial) is estimated as 146 gallons per person per day.

**Table UCF – 3
Projected Demand in Gallons**

Year	Population of Service Area*	Number of Connections**	Average Daily Demand (GPD)	Maximum Daily Demand (GPD)
2016	1,138	959	134,807	360,000
2030	1,421	1,346	168,355	450,000

* Population projections based on trend of 3.5% growth

** Future connections based on past trend of 2.3% growth

The city currently has a water rights permit from the Department of Ecology for 301 acre-feet (Water Right No. G1-28188). This 301 acre-feet converts to 98,081,151 gallons used

annually. The projected 2030 annual demand is 61,449,575 gallons, well within the permit limits.

Summary of Proposed Improvements

Water system improvements are classified into either a 6 year or 20-year planning period. Each Capital Improvement Program (CIP) project is prioritized to meet the requirements set forth by the Washington State Department of Health, to improve system deficiencies, and to meet the present and future supply needs of the city to their 20-year planning period and beyond. From this, four general categories of water system improvements are identified in the CIP.

- Distribution system main replacement and improvements required to meet minimum standards.
- Major facility replacement and improvements: tanks, pumps, water quality, emergency power, and corrosion control.
- Policy initiatives: to implement water conservation and future planning efforts.
- System extensions: new water mains to provide service to undeveloped portions of the city's water service area, improve reliability and performance of the existing system, as well as provide guidance for system expansion.

Capital improvements for the 6-year period are scheduled for ratemaking and cash flow purposes. The projects are shown in Table UCF-8 and represent water main replacement projects. The 6 year CIP activities have been phased and timed to achieve a relative constant rate of expenditures. The CIP was developed in the 2012 Water System Plan and the CIP numbers, shown in Table UCF-8 are consistent with those numbers in that plan.

Wellhead Protection

The City of Langley's Wellhead Protection Plan (WHP) was adopted in June 2008. The purpose of the WHP is to provide an organized approach to effectively protect drinking water supplies from contamination. The WHP includes the following elements:

- A completed susceptibility assessment.
- Identification of the WHP zones.
- An inventory of potential contaminant sources and land use activities.
- A discussion of the management strategy.
- Contingency and emergency response planning.
- Supporting information and documentation.

The wellhead protection area is the surface and subsurface area surrounding a well that supplies a public water system through which contaminants are likely to pass and eventually reach the water well. The most straightforward method accepted by the state for determining the area is a calculated fixed radius CFR. This method determines a 0.5, 1, 5 and 10 year time of travel zone for contaminants. The CFR method is a very simple ground water model, which may not accurately predict the actual zone of contribution to the city's wells. The method is based on the well pumping rate, soil porosity and well screen interval. The wellhead protection zones for each well (#1, #3, and #6) were determined.

SANITARY SEWER (NPDES Permit # WA-002070-2)**Sewer Collection System**

The sewer service area includes approximately 650 acres of land within the current City of Langley City Limits. The sewer system serves approximately 60% of the population and essentially all of the businesses, the middle school, and the fairgrounds (2013 City Comprehensive Plan). Currently, no properties outside the City is served by the existing sanitary sewer system.

The existing sewer collection system has approximately 6.87 miles of sewer piping with diameters ranging from 2-inch to 4-inch for grinder pump mains and from 6-inch to 12-inch pipe for gravity sewers. The basic sewer system was constructed between 1960 and 1968 as part of six local improvement districts (LID). Since completion of the basic system, private developers have added extensions to serve new developments. All of the existing sewers are concrete pipe with rubber gasket joints and PVC pipe.

On-Site Systems

Approximately 60% of the City is served by the sewer system and the rest is served by on-site septic systems. Island County is responsible for permitting septic systems and requires annual inspections. Individual property owners can receive training from the County and self-inspect their systems.

Grinder Pump Collection Systems

Low pressure sewer developments have been constructed within the City. Approximately 1,444 feet of 2-inch, 2,090 of 3-inch, and 2,678 of 4-inch low pressure sewers were have been installed since 2006. The largest development is the Highlands at Langley with approximately 3,123 feet of low pressure sewers.

Existing Sewage Flows

The average annual flow for 2009 to 2014 was 72,000gd and the maximum monthly average daily flow was 90,000gd. Both are below the permit limits for the wastewater treatment plan; average annual month design flow for the treatment plant is 135,000gd and the maximum month design flow for the plant is 150,000gd. The annual maximum month flow is about 53% of the maximum month design flow.

Projected Sewer Flow

Sanitary sewer flow projections are comprised of four separate components defined as follows:

- Base Flows are a simple calculation of average flow rates without consideration of infiltration and inflow (I&I). Base flows have been determined by applying average flows per capita (as indicated in Table U-6) to the population and employment data.
- Peak Flows are used to estimate domestic flows at peak periods (typically early morning and evenings) and do not take infiltration and inflow into account. A peaking factor of 4.0 has been applied to base flows to estimate the peak flows indicated in Table U-6 (Base Flow x 4.0 = Peak Base Flow).
- Infiltration and Inflow (I&I) is groundwater entering sanitary sewer through defective pipe joints, or broken pipes and water entering through inappropriate connections such as roof drains. I&I is calculated at a City-wide rate of 1,100

gallons per acre per day (gpad) assuming approximately 140 acres contribute to Infiltration and Inflow into the system.

- Total System Flows or peak flows plus I&I have been determined by adding the aforementioned I&I rate to the peak base flows. No peaking of I&I has been assumed.

The projected flows shown in Tables UCF 4 are provided for the Sanitary Sewer Service Area (City Limits).

**Table UCF - 4
Projected Flows within City Limits**

Year	% Population Served ^a	Base Flow (gpd)	Peak Flow (gpd) ^b	Peak Flow (gpm)	I&I Flow (gpm) ^c	Total System Flows
2014	60%	76,100	304,520	211	110	320
2024	65%	84,800	339,300	236	120	360
2034	70%	94,290	377,150	262	130	390

Sewer Main Extensions

Sewer expansion improvements to serve currently unsewered areas are to be funded primarily by developers or through other charges not incurred by the City and therefore are not included in the Capital Improvement Program. The expansion projects shown on the sewer CIP map are conceptual and will require an engineering design. It is unknown at what level and location of new development that will occur and therefore projects will be constructed in a variety of intensity and order.

Sewage Treatment System

The wastewater treatment plant is operating well and consistently produces an effluent that is well within permit limits. The maximum month average daily flow for 2012 through 2013 has been 0.095 mgd, which is 63% of the plant design capacity. Based on flow, the plant will not exceed its design hydraulic capacity during the next five (5) years and will not be exceeded during the 20-year planning horizon for the sewer planning period.

Sewer Capital Improvement Program

The established priorities for the sewer system are provided in Table UCF-9. Individual projects may change based on an increase or change in problems, development, or opportunities for additional funding. Implementing the CIP will reduce flow by approximately 10%. The City will need to periodically review project priorities, on an annual basis at a minimum, and change them as appropriate.

Stormwater Management: The City’s storm drainage system was first installed in the 1960’s. Due to the bowl-shaped nature of the central area, most of the stormwater runoff

converges at the storm drains on Anthes Avenue. This concentration of flow through the downtown commercial area has contributed to drainage problems within the downtown area. The infrastructure consists of open ditches, storm drains, detention ponds, and infiltration systems. A complete description of the City's stormwater management can be found in the adopted 2009 Comprehensive Stormwater Management Plan.

Existing Stormwater System

The existing system consists of open ditches, storm drains along some major arterials, and mainly privately owned detention and infiltration systems. In addition, the natural drainage system includes three small creeks that flow through the city and wetland areas. Common names of the three creeks are Saratoga Creek (west of DeBruyn Avenue), Brookhaven Creek (through the center of town), and Noble Creek (east of Camano Avenue). None of the three creeks has a native fish population though Brookhaven Creek has been used in the past for salmon rearing. Protection of the wetland areas is important in the management of stormwater runoff since they act as natural stormwater detention and water quality treatment facilities and minimize the need for artificial stormwater facilities.

**Table UCF-5
Storm Drain Inventory**

Pipe Size	Approximate Length
(inches)	(feet)
48"	100
42"	90
36"	40
24"	380
18"	1,350
15"	1,610
12"	11,550
10"	740
8"	4,450
6"	1,720
4"	250

The city was divided into the 10 drainage sub-basins to develop a computer simulation of runoff flow rates. These sub-basins are part of four main basins, which drain to Noble Creek, Saratoga Creek and Brookhaven Creek/Anthes Avenue plus four basins located east

of Noble Creek. The city's drainage discharges to the Sound through an 18-inch outfall on Anthes Avenue, a 12-inch outfall on Park Avenue, a 12-inch outfall on Camano Avenue and from Noble and Saratoga Creeks.

An inventory of the storm drains and detention/infiltration facilities within the City are presented in Tables UCF-6. Of the detention and infiltration facilities, only the Cedars infiltration ponds are owned and maintained by the City.

**Table UCF-6
Detention/Retention and Infiltration Facilities**

Facility	Capacity
Northview Pond	25,600 cf
Cedars Infiltration Ponds	29,689 sf
Saratoga Terrace Infiltration Trenches	1,842 cf
Creekside Terrace Retention Pond	2,000 cf
4 th Street Condos Detention Pipe	Unknown
Glenhaven Condos Detention Pipe	605 cf
Martin Short Plat Infiltration Pond	400 sf
Second Street – Langley Village Det. Pipe	2,700 cf
Harrison House Detention Pipe	115 cf

Proposed Stormwater

The City's stormwater management plan provides recommendations for structural and non-structural improvements to existing storm drainage facilities. The facilities include pipe and ditch conveyance, detention and infiltration systems and natural stream and wetland drainage systems. Management of stormwater runoff has become a requirement for local jurisdictions with federal and state regulations concerning protection of water quality and sensitive areas. Besides structural improvements, the stormwater plan includes non-structural management recommendations including public education, policies and ordinances governing future development, operation and maintenance and record keeping. The structural and non-structural solutions developed in the stormwater plan are consistent with federal and state regulations.

The following are general non-structural policy recommendations which are intended to be implemented by the City.

- Revision of the Land Development Standards
- Adopt a drainage ordinance to enforce the standards.
- Inspection and maintenance of stormwater facilities.
- Record Keeping

- Public Education
- Protection of sensitive areas.
- Preference for Infiltration BMPs.

The Stormwater Plan which was approved in 2009 recommended structural improvements that include the collection, conveyance, and water quality improvements listed in Table U-12. The priority conveyance improvements are an improved ditch and culverts on 3rd Street from DeBruyn Avenue to Anthes Avenue, a 12-inch storm drain on 2nd Street from Park Avenue to Anthes Avenue, a storm drain on Park Avenue, and a grass lined ditch on Brooks Hill Road. The Plan also includes a section on stream conditions and proposed improvements on Brookhaven Creek that would provide better habitat for future fish rearing projects.

NON-CITY OWNED UTILITIES

Puget Sound Energy

Puget Sound Energy (PSE) is a private utility providing electric and natural gas service to homes and businesses in the Puget Sound region and portions of Eastern Washington, covering 10 counties and approximately 6,000 square miles. PSE's regional and local electric and natural gas planning efforts are integrated and centered on providing safe, dependable, and efficient energy service. PSE provides electrical power to more than 1.2 million electric customers throughout 10 counties.

PSE currently has about 3,000 megawatts of power-generating capacity, and purchases the rest of its power supply from a variety of other utilities, independent power producers and energy marketers across the western United States and Canada.

Existing Facilities

Whidbey Island is served exclusively by PSE and provides all the power to the City of Langley. Power for Whidbey Island is generated by Columbia River hydroelectric projects in Eastern Washington and British Columbia, along with other facilities in Whatcom and Skagit Counties, including gas-fired combustion turbines at the Texaco refinery near March Point on Fidalgo Island.

From the March Point substation, two 115 kV lines cross Deception Pass and terminate at the Whidbey Substation in Oak Harbor. From this substation, two 115 kV lines run to the South Whidbey Substation near Langley. Lines run from these three transmission substations to nine distribution substations.

PSE serves approximately 37,000 commercial and residential locations within Island County and operates and maintains approximately 600 miles of overhead facilities and 500 miles of underground cables.

Future Demand and System Improvements

PSE has plans to systematically deploy smart grid technology at each level of infrastructure to enhance and automate monitoring, analysis, control and communications capabilities along its entire grid. Smart grid technologies can impact the electricity delivery chain from a power generating facility all the way to the end-use application of electrical energy inside a residence or place of business. The ultimate goals of smart grid are to enable PSE to offer

more reliable and efficient energy service, and to provide customers with more control over their energy usage.

To meet local electric demand, new transmission lines and substations may need to be constructed. In addition, existing facilities will need to be maintained and possibly rebuilt to serve current and future demand. The system responds differently year to year and PSE is constantly adding or modifying infrastructure to meet electrical demands.

In 2016, PSE added a new transmission/distribution substation near Maxwellton Road, increasing reliability in and around the Langley and South Whidbey area.

With that said, potential major construction and rebuilding/ maintenance activities affecting the City of Langley that are anticipated in the next 10 to 20 years include:

- Adding a potential third 115 kV transmission line to the Island. This will improve reliability on the Island on a day to day basis as well as during storm events. It will also add transmission capacity to serve future growth.
- Adding a potential new transmission substation in the Central Whidbey area, increasing transmission line reliability throughout the Island.

PSE will continue its current increased vegetation management and key rights-of-way (ROW) expansion on the Island along the existing 115 kV transmission lines. This ongoing vegetation management and key ROW maintenance and acquisition program has increased reliability on the Island dramatically over the last 8 years and will continue to do so into the future.

TELECOMMUNICATIONS

Telecommunications encompasses both one-way (Radio/TV) and two-way (Telephone/Internet) services. Such services are available through wires (terrestrial), over the air (aerial), and via satellite (celestial). Langley has choice when it comes to the various forms of telecommunication available to its residents. Langley is also served by celestial services for Television, Internet, Telephone, and Radio, including all of the services available within the United States, provided visual contact to the appropriate satellites is available.

Terrestrial

Langley is served by two terrestrial companies, one an independent local telephone company and Incumbent Local Exchange Carrier, and the other a national cable company and Competitive Local Exchange Carrier. All residents within the city are part of the service area of both companies.

Whidbey Telecom is the local telephone company, and provides Telephone, Television, and Internet services through their underground telephone infrastructure. Internet and Television services are provided via DSL technology over exiting telephone infrastructure. The services utilize ADS2+ and VDSL2 technology packages to provide hi-speed Internet throughout the city. Television services are provided over the same infrastructure and technology, utilizing IPTV technology developed by Microsoft and currently provided by

Ericsson. There are two distribution nodes within the city, one on Third Street near DeBryun, which is a major distribution center for South Whidbey serving most of the city, with the exception of the eastern portion. A second, smaller distribution center is located within the right-of-way of Sandy Point Rd., near Cedar Circle and serves eastern Langley and points south and east. Whidbey Telecom's TV service does include a local TV channel with local events and locally produced content.

Comcast operates their Xfinity service within Langley. Xfinity utilizes coaxial cabling to provide Telephone, Television, and Internet service on lines suspended from power poles, strung throughout the city. Some neighborhoods have the same infrastructure located in underground cable runs. Internet services are provided via DOCCIS technology, distributed via fiber to local neighborhood nodes, before being distributed through shared infrastructure to homes in the neighborhood. Telephone services are provided via VoIP technology on the existing Internet services. Television services are provided through Digital Cable QAM technology. A channel is provided for local access, however Langley is only provided the channel as available from Oak Harbor.

Aerial

The major post-paid cellular carriers have a presence within the city, however coverage varies depending on devices used and geographic locations, the pre-paid service companies are also served, with the same device and geographic limitations applied to the post-paid carriers.

The city is largely blanketed with aerial signals for cellular telephone, with notable dead spots that change regularly due to equipment and environmental activity. Aerial television service is extremely limited due to technical limitation of Digital Television transmissions, geographic limitations, and the shutdown of many local repeaters due to low demand. Few in Langley can receive Over-The-Air (OTA) television, and much of that is limited to Canadian Stations (CBUT, CHEK, CHAN, CBUTF), PBS (KBTC), or non-major networks/independent stations (KVOS). Langley is largely served by the Seattle Radio Market, with marginal exposure to the Vancouver/Victoria radio market. There is also a Low Power AM station, operating at 1610 kHz, that broadcasts from just outside of the city limits, and currently broadcasts city council meetings, as well as various local programming.

At the Federal level, cellular phone facilities are regulated by the Federal Communications Commission (FCC), which has jurisdiction over the public airwaves, assigning frequencies and licensing operators. The FCC requires that transmitting towers be located such that transmission of signals is unobstructed. Local jurisdictions can regulate tower siting to the extent that a Federally-licensed use is not impeded.

Thus, a local jurisdiction can deny approval of a tower at a particular site, but cannot impose an outright ban on towers within its jurisdiction. The Federal Aviation Administration (FAA) and WSDOT Aviation Division also review proposed towers when they exceed 200 feet in height (above ground level) or when the proposed location is within 20,000 feet of a major airport (serving military and commercial aircraft) or within 10,000

feet of a smaller airport. While not having the authority to deny potential sites, the FAA coordinates its review process with the FCC, who may deny a particular site if the FAA objects

Celestial

Even given Langley relatively high latitude, all celestial services are available that otherwise cover the US and southern Canada. This includes DirecTV and Dish Network for Television, SiriusXM for Radio, Hughes Net and WildBlue for Internet, and the various companies that provide satellite telephone services around the world.

Future Demand and Proposed Facilities

Existing telephone facilities and some minor upgrades, mainly at the distribution level, will adequately serve the County's needs over the next 20 years.

Frontier and Comcast are the main cable providers in Island County. Cable companies and cable service change often, and require relatively minor facilities. No new major facilities are expected in order to meet anticipated growth in Island County.

Whidbey Telecom also provides internet, telephone, and telephone services over a fiber optic network. It is in the process of expanding this network to be available to all residents of Langley

CAPITAL FACILITIES

Seawall

The Seawall north of First Street at Seawall Park was built in 1976. It is a reinforced concrete seawall that is 1,032 feet long. It created a level separation from the beach and the slope, thus giving the City what is now known as Seawall Park. There is deterioration of the wooden posts and the concrete is starting to deteriorate. Due to its age and harsh environment an assessment of the seawall is warranted. In 2016 an Ad-hoc Committee was established by Council to guide improvements to Seawall Park.

Cemetery

The Langley-Woodmen Cemetery is located south of the central business district on Al Anderson Avenue. It was established in 1902 by the Woodmen's Lodge and they maintained it until the City was incorporated. In September of 1913 the Woodmen donated the Cemetery to the City of Langley. The Cemetery is approximately 5 acres, and currently has 2803 plots and an ash garden. The City has a very active cemetery board that plans policy, budget, development and landscaping. In 1995, the Friends of the Langley Woodmen Cemetery (a non-profit organization) was founded to assist the city with the maintenance and care of the cemetery.

Parks, Open Space and Trails

For an inventory and description of the city's parks, open space, and trails refer to the Parks and Open Space Element in this Comprehensive Plan. It also describes natural areas and parks in the surrounding area outside the City limits.

Transportation

Refer to the Transportation element for an inventory and description of the transportation system in Langley, along with level of service standards for roads, the transportation improvement plan and the goals and policies for Langley's multi-modal transportation

program.

Buildings (Non-Utility)

104 2nd Street – Library: The city remodeled the library (and City Hall) in 1994 with non-taxable municipal bonds, a federal grant and a generous contribution from the Friends of Langley Library Association. The city is currently responsible for the maintenance of the grounds and the capital improvements to the building. The library became part of the Sno-Isle Regional Library System in January of 2012.

115 2nd Street – Post Office: The city outgrew the original post office and did not have enough space to expand, so in 1998 the city partnered with D & L Constructors. The city gave D & L a long-term ground lease which was paid for in a lump sum payment that allowed the city to purchase adjoining property. With the additional square footage, D & L was able to construct the new postal facility and sub-lease it to the Postal Service. The Postal Service is responsible for all building and property maintenance, including capital improvements. The contract expires in 2026.

112 2nd Street – City Hall: City Hall was formerly the Masonic Lodge building and the city remodeled it in 1994. The city is responsible for the grounds, the building, and all capital improvements.

179 2nd Street – Old Fire Hall: South Whidbey Fire District rented the fire hall until they built a new building in Langley on Camano Avenue in 2008. At that time the city decided to continue to rent out the building rather than sell the property. The city is responsible for the capital improvements to the building.

208 Anthes Avenue – Langley Visitor’s Information Center and Public Restrooms: The city currently rents the VIC to the Langley Chamber of Commerce. The city is responsible for the capital improvements to the restroom building, the VIC and the storage shed.

999 Coles Road – Public Works Shop: The Public Works shop was originally located at the northwest corner of Saratoga Road and DeBruyn Avenue (now lift station #2/ Generation Park). It was relocated to the current location after the Wastewater Treatment Plant was built and the city needed a convenient location for the temporary post office while the new one was being constructed at 115 2nd Street. The utilities share the responsibility, along with the city capital fund, of any capital improvements to the public works shop.

CAPITAL IMPROVEMENT PROGRAM

Table UCF - 7

Transportation Improvement Program 2017-2022				
Project	Fiscal Year	Funding Source	Local Match	Total Cost
Overlay Second Street (Anthes to DeBruyn) <ul style="list-style-type: none"> • Separated walkway extruded curb 	2017	STP Grant *applied 9/30/16	\$77,625	\$575,000
De Bruyn Avenue and First Street	2017	TIB SCSP Grant and	\$24,500	\$245,000

sidewalk		TA Grant *applied 9/30/16		
First Street (Wharf to DeBruyn Ave) <ul style="list-style-type: none"> Milling, Overlay, Sidewalk and ADA improvements Not eligible for STP grant	2018	TIB complete Streets grant possibility Not STP Grant Eligible		\$575,000
DeBruyn Street Overlay (2 nd Street to 3 rd Street)	2018	STP Grant Eligible	\$175,000	\$23,625
Anthes Reconstruction (1 st Street to 2 nd Street)	2019	Not STP Grant Eligible		\$600,000
Park Avenue milling and overlay (3 rd Street to 4 th Street)	2020	STP Grant Eligible	\$60,750	\$200,000
Third Street Overlay (Debruyn to Brooks Hill Road)	2021	STP Grant Eligible	\$60,750	\$450,000
Edgecliff Reconstruction and Widening (Decker to Camano)	2022			\$880,000
Saratoga Road Reconstruction <ul style="list-style-type: none"> guardrail and widening 	Future			\$1,250,000
Sandy Point Reconstruction and Widening	Future			\$1,200,000
Edgecliff Reconstruction and Widening <ul style="list-style-type: none"> Decker to City Limits 	Future			\$500,000
Trail System Improvements <ul style="list-style-type: none"> Noble Creek, Middle School, Highlands to 6th Street 	Future			\$500,000

Table UCF-8

Water Capital Improvement Plan / Water Main Replacements		
Project	Fiscal Year	Total Cost
Northview Pressure Zone Transfer Project transfers some of the lower lying homes in Northview From the upper pressure zone to the lower pressure zone served By gravity off the reservoir and creates a loop between the City Center and reservoir. Raises fire flow reliability to the central Business district	2018	\$300,000
Water Comp Plan Update	2018	\$70,000
Island View Drive	2019	\$180,000
Sandy Point Road (Furman to Wilkinson)	2020	\$800,000
Park Avenue (6 th Street to 4 th Street)	2021	\$260,000

Sixth Street (Park to Anthes)	2022	\$270,000
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Table UCF-9

Sewer Capital Improvements		
Project	Fiscal Year	Total Cost
Sunrise Pump Station Upgrade Upgrade pumps, telemetry, and replace electrical controls New generator	2018	\$300,000
Investigate, replace or rehab sections of main (per comp plan)	2018	\$75,000
Replace emergency generator at WWTP	2019	\$195,000
Replace or rehab sections of main (per comp plan)	2019	\$75,000
Pump Station #1 Upgrade	2020	\$130,000
Replace or rehab sections of main (per comp plan)	2020	\$75,000
WWTP Improvements per comp plan	2021	\$100,000
Replace or rehab sections of main (per comp plan)	2021	\$75,000

Table UCF-10

Stormwater Capital Improvements		
Project	Fiscal Year	Total Cost
Minor Improvements	2018	\$10,000
Melsen Alley (4 th Street to 6 th Street)	2019	\$165,000
Edgecliff Drive (Camano to Furman)	2020	\$340,000
Furman and Decker Avenues	2021	\$590,000
Stormwater Plan Update	2021	\$50,000
Sixth Street (Anthes to Brookhaven Creek)	2022	\$250,000

Table UCF-11

Facilities Capital Projects		
Project	Fiscal Year	Total Cost
Library back up generator	2017	\$20,000
Municipal Building	2017	\$5,000
City Hall replace HVAC system	2018	\$80,000
City Hall roof replacement	2018	\$50,000
City Hall LED lights	2018	\$10,000
Off leash dog park	2018	\$10,000
Seawall Park Design	2018	\$5,100
Install solar panels City Hall roof	2019	\$65,000
Remodel City Hall restrooms	2019	\$20,000

Replace City Hall carpets	2019	\$30,000
Library roof replacement	2020	\$40,000
Fire house upgrades	2021	\$100,000

Table UCF-12

Public Works Fleet Replacement Plan		
Project	Fiscal Year	Total Cost
Replace 2003 Chevy Silverado Pickup w/ towing package	2018	\$45,000
Replace 2007 Ford F350 Pickup w/ towing package	2019	\$50,000
N/A	2020	
N/A	2021	
Replace 2013 Ford F250 Pickup With towing package, diesel tank	2022	\$60,000
Replace 2013 Ford F250 Pickup With towing package	2023	\$65,000

UTILITIES AND CAPITAL FACILITIES GOALS AND POLICIES

GOAL UCF-1 Utilities and Capital Facilities Planning

The city and third-party utility providers shall plan for and strive to adequately provide needed capital facilities and utilities to all properties within the city that protect investments in existing facilities, maximizes the use of existing facilities, and promotes orderly and compact growth to accommodate anticipated growth consistent with the community's goals as identified in the Comprehensive Plan and County Wide Planning Policies.

UCF - 1.1	Land use, capital facilities and utilities planning shall be coordinated to the greatest extent possible, not overburden the downstream capacity of the service and not be a financial burden on the city.
UCF - 1.2	In partnership with utility providers, identify and map the location of existing, proposed and newly installed capital facilities and utilities.
UCF – 1.3	New development, including long and short subdivisions, site plan approvals, and building permits for new accessory dwelling units and commercial development, are required to be served by sewer and water. (CWPP3.4.4-6)
a)	Variances or waivers may be considered for new non-residential development or single family residential construction due to topographical constraints or lack of approval by contiguous land owners.
b)	Variances and waivers will not be considered for short and long subdivisions.
c)	Where septic systems and wells have been permitted for new development they shall be considered temporary and interim solutions until such time that City sewer and water is available
UCF – 1.4	<p>City sewer shall not be extended outside the UGA unless necessary to respond to a documented public health hazard caused by existing development which cannot be remedied in any other reasonable way.</p> <ul style="list-style-type: none"> • Where contiguous to the City boundary, inclusion into the UGA, annexation and a development agreement shall be conditions of extending sewer services to these properties. (CWPP 3.6.1) • Where the property is not contiguous to the City boundary a development agreement shall be required and the extension of services shall not facilitate urban development.
UCF – 1.5	Capital facilities planning within the PGA shall be undertaken jointly with the County.

UCF – 1.6	The City shall process permits and approvals for utility facilities in a fair and timely manner and in accord with the development regulations to encourage predictability.
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UCF-1.7	The city shall reassess the land use element of this plan if the funding necessary to meet identified capital facilities to support the anticipated growth is not available in a timely manner. In planning for capital projects and facilities the city shall consider the long-term economic and social benefits of projects that include placemaking elements that capitalize on Langley’s small town charm and increase its attractiveness as a place to live, work or visit.
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GOAL UCF-2 Capital Improvements

Capital improvements shall be provided to correct existing deficiencies, to replace worn out or obsolete facilities and to accommodate desired future growth.

UCF -2.1	Improvement projects identified for implementation in the other elements of this plan and determined to be of relatively large scale and cost \$5,000 or more shall be included in the six-year Capital Improvement Program.
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UCF – 2.2	Proposed capital improvement projects shall be evaluated and prioritized using the following criteria and be consistent with the rest of the Comprehensive Plan
a)	Corrects existing deficiencies or replaces needed facilities
b)	Eliminates a public hazard
c)	Eliminates a projected capacity deficit
d)	Achieves State agency plans
e)	Facilitates economic development
f)	Reduces demand
g)	Other capital improvements are being undertaken in the same location
h)	Outside funding sources have been secured
i)	Financially feasible

UCF – 2.3	The City will review the feasibility of developing an asset management program for all its infrastructure and capital facilities.
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GOAL UCF-3 New Development

New development shall bear its fair share of utility infrastructure improvement costs.

UCF - 3.1	City sewer and water connection fee revenues shall be allocated primarily for capital improvements related to their expansion.
UCF – 3.2	New development shall pay for the capital improvements necessary to serve the project or proportional to the project’s impact.
UCF – 3.3	The city may at its discretion participate in funding infrastructure for projects that serve the public interest.
UCF – 3.4	The City may establish incentives, including for example reduced connection fees for sewer and water to encourage a mix of housing types and affordability.
UCF – 3.5	The cost of related on and off site improvements necessary to facilitate a specific development shall be borne by the proponent and shall not result in a diminished LOS without mitigation.

GOAL UCF-4 Fiscal Management

The city shall manage its fiscal resources to support the provision of needed capital improvements.

UCF – 4.1	The city shall continue to adopt an annual capital budget and a six-year capital improvement program.
UCF – 4.2	The city shall seek out all possible funding sources to finance capital improvements including, for example, private funds, grants and bonds.
UCF – 4.3	Fiscal policies to direct expenditures for capital improvements will be consistent with other Comprehensive Plan Elements.

GOAL UCF-5 Levels of Service

The city shall coordinate land use decisions and financial resources with a schedule of capital improvements to provide existing and future capital facility needs.

UCF – 5.1	The city and/or developers shall provide for public facilities and services needed to support development concurrent with the impacts of such development. To the greatest extent possible these facilities shall meet adopted Level of Service standard.
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UCF – 5.2	The city will emphasize capital improvement projects which promote the conservation, preservation or revitalization of commercial and residential areas, or improve functionality.
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UCF – 5.3	The city shall use the following LOS standards in reviewing the impacts of new development and redevelopment upon public facility provision:
a)	Drainage swales: 25-year, 24-hour peak flows.
b)	Stormwater management systems: Retain on-site the runoff from 25-year, 24-hour storm at peak discharge rates.
c)	Traffic circulation: a. Roadway link specific for all roadways in the city's jurisdiction. The LOS by segments is indicated in the Transportation Element. b. Major collector: LOS B at peak hour traffic. c. State highway and county road: LOS A over 24-hour period, off-season traffic. d. Collectors and local roads.
d)	Sanitary Sewer: 110 gallons per person per day
e)	Potable Water: Yearly average 125 gallons per capita per day (gpcd) raw water source (dry season 154 gpcd) including a 10% contingency; 189 gpcd treatment and pumping capacity, plus 120,000 gallons per day fire reserve.

GOAL UCF – 6 Water Management

The City shall protect the public interest in managing surface water drainage, groundwater resources, and related functions of drainage basins, watercourses and shoreline areas.

UCF – 6.1	New development shall be required to manage stormwater run off to maintain pre- and post-development flows, water quality and any discharge off site shall be treated. Green infrastructure is encouraged.
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UCF – 6.2	The City shall partner with Island County on public education related to requirements for on-site septic systems.
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UCF – 6.3	The City shall work with the Island County's Health Department and Water Resources Advisory Committee to monitor groundwater resources in particular in relation to the City's drinking water supply.
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UCF – 6.4	The City shall prepare guidelines regarding low-impact development measures. (LMC Chapter 15 Source document Low Impact Development Technical Guidance Manual for Puget Sound (Puget Sound Action Team Publication No. PSAT 05-03).
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UCF – 6.5	A hydrogeologic site evaluation may be required prior to approval of development identified by the Director of Public Works or Community Planning as having the potential for groundwater contamination and may include a mitigation plan inclusive of monitoring, process controls, remediation and possible alternatives.
UCF – 6.6	The City shall work with the Island County to manage stormwater on contiguous lands in the JPA.
UCF – 6.7	Review the Langley Well Head Protection Plan.
UCF – 6.8	Post-development run-off to city systems shall not exceed the pre-development discharge volume and/or rate to ensure the level of service of the existing stormwater system is not compromised. In instances where the physical conditions of the site cannot accommodate on-site retention of stormwater the city stormwater system must be able to accommodate the increased flow.

GOAL UCF – 7 Utilities

Work with utilities and property owners to maximize efficiencies for the provision of utility services.

UCF – 7.1	Promote when reasonable and feasible the co-location of new public and private utility distribution facilities in shared trenches and coordination of construction timing to minimize construction-related disruptions to the public and disturbances to the environment, and to reduce the cost to the public of utility delivery.
UCF – 7.2	Use existing and identified future utility corridors for joint uses, such as trails, open space, and recreation.
UCF – 7.3	Provide timely effective notice to utilities to encourage coordination of public and private utility trenching activities for new construction and maintenance and repair of existing roads.
UCF – 7.4	Encourage provision of an efficient, cost effective and reliable utility service by ensuring land will be made available for the location of utility lines, including location within public transportation corridors, consistent with franchise terms and conditions including the possible payment of annual fees.
UCF – 7.5	Promote the extension of distribution lines to and within the designated urban growth area. Coordinate land use and facility planning to allow eventual siting and construction of distribution lines within right-of-way which are being dedicated or within roads which are being constructed or reconstructed.

UCF – 7.6	Review and amend existing regulations as necessary to allow maintenance, repair, installation and replacement of utilities, where consistent with the overall goals of the comprehensive plan.
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UCF – 7.7	Provide information needed by public, quasi-public and private utilities to identify and plan for future service development.
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UCF – 7.8	Encourage system design practices intended to minimize the number and duration of interruptions to customer service.
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UCF – 7.9	Ensure that the goals, objectives, and policies of this plan and the implementing development regulations are consistent with the public service obligations imposed by federal and state laws on utility service agencies.
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GOAL UCF – 8 Conservation

Encourage water and energy conservation and greenhouse gas reduction and facilitate demand side management.

UCF – 8.1	Remove barriers and facilitate the installation of renewable sources of energy including solar, wind, geothermal, biomass and high efficiency buildings.
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UCF – 8.2	The City should consider adopting demand site management and conservation programs that reduce water and energy consumption and greenhouse house gas emissions.
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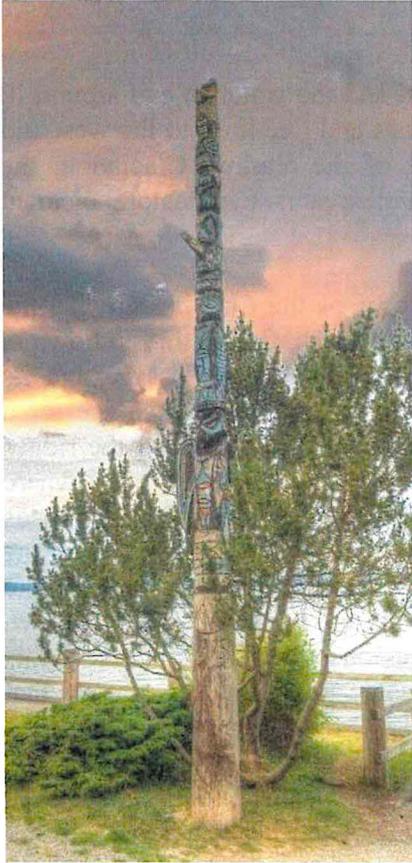
GOAL UCF – 9 Critical Areas

The installation and ongoing maintenance of utilities and capital facilities shall not negatively impact sensitive natural areas, critical areas and human health.

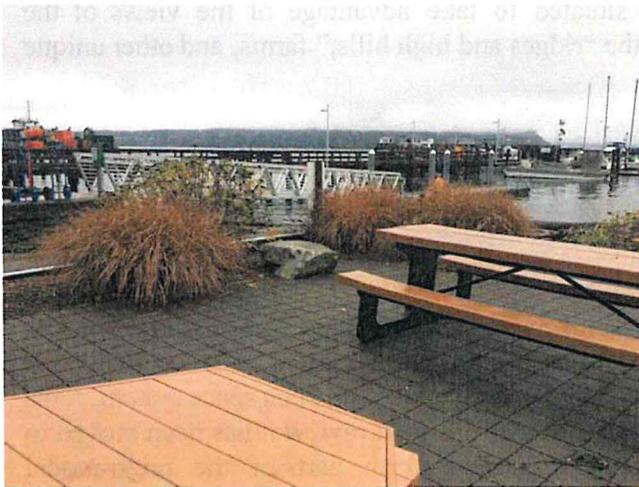
UCF – 9.1	Locate facilities to reduce negative impacts to natural features, sensitive areas, and water quality and quantity. Where feasible, relocate existing facilities located in sensitive areas.
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UCF – 9.2	Minimize environmental degradation from utility facility installation, replacement, repair, and maintenance.
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UCF – 9.3	Employ siting policies, which minimize human exposure to potentially harmful effects of utility facilities.
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Parks and Open Space Element



PARKS AND OPEN SPACE ELEMENT

The City of Langley is defined, in large part, by the land and the water in and around it: The shoreline and Saratoga Passage on the north, the forests and tree lines to the west and the south, the ridges and valleys carved by the retreat of the Vashon Glaciation, the historic agricultural landscapes, and the various wetlands and streams. Each natural element helps to shape the form and character of the City.

This influence of the natural environment on the built form of the City began with the founding of Langley and has continued to the present day. An illustration of this is shown in the placement of the town itself. Langley was settled along Saratoga Passage, but its location was not chosen solely for its proximity to water. Explaining the choice for a town site, Jacob Anthes said, “in exploring the island I found that nearly all the ridges and high hills ran in such a direction that, without climbing any of them, the place where Langley now stands could be reached from any part of South Whidbey.” Initial roads were placed in natural valleys carved by the retreat of the Vashon Glaciation to avoid the “ridges and high hills” and the resultant road pattern formed a distinct hub and spoke development pattern, with the spokes being the various roads and the hub being downtown Langley. These road spokes, which are bounded by ridges on both sides, continue to this day to have few connections between them due to the same topographical barriers that influenced the City’s early development.

Despite this influence; however, the presence of these natural attributes is not always apparent to current residents of and visitors to the City of Langley. This is partly due to the fact that individuals within an automobile may not feel the strain of climbing a ridge, but also because the parks and open space system that is available to the public does not provide access to many of these features. Existing parks and open space within the City are primarily clustered in the downtown area and are situated to take advantage of the views of the Cascade Mountains. Few offer access to the “ridges and high hills,” farms, and other unique features found within the City.

This Parks and Open Space Element articulates a proactive strategy to preserve a variety of these distinct landforms and ecosystems, and create an integrated parks and open space system to connect these features.

LANGLEY’S PARKS AND OPEN SPACES

The purpose of this section is to provide an inventory of the existing parks and open spaces and identify the characteristics of the parks and open space system. The section also identifies key strengths and deficiencies of the existing parks and open space system. This element previously included trails, however as part of this Plan review it has been moved to the Transportation element in recognition that trails form part of the multi-modal transportation network and is more appropriate there.

Parks & Open Space Outside Langley

The south end of Whidbey Island is well served by parks and open space. The region, which is approximately 60 square miles in size (of which the City of Langley is one square mile), contains areas of protected and public land that offer access to the beach, protect wetlands and forests, and provide active-use park features. Figure POS-1 shows the

parks and open spaces in South Whidbey.

Within a five-mile radius of the City of Langley, there are approximately 1583.60 acres of land preserved for recreational or habitat purposes. This acreage is largely clustered in two areas. One major cluster of protected land is associated with the Saratoga Woods, Putney Woods, Forest Forever and Metcalf Trust lands, which provide around 934.0 acres of protected land northwest of the City of Langley, and the other area includes the lands associated with the South Whidbey School District, Trustland Trails and South Whidbey Community Park. The latter areas comprise 462.6 acres of land, including active and passive use features, approximately 2.5 miles south of the City on Maxwellton Road.

In addition to the areas within five miles of the City of Langley, 679.88 acres of protected land exist within five to ten miles of the City and 409.05 acres of land exist within ten to fifteen miles of Langley. These lands include land south of the City on Maxwellton and Cultus Bay Roads, and areas west of the City, such as South Whidbey State Park.

Parks & Open Space in Langley's UGA

The City of Langley, its Urban Growth Area and Joint Planning Area (JPA) contains a number of parks, natural areas, and critical areas. Langley contains 10.8 acres of park land, 36.3 acres of City and privately-owned natural areas and, within the UGA and JPA, over 250 acres of publicly and privately-owned critical areas and their buffers. Figure POS-2 shows existing park and natural area facilities and locations in the City. The areas of existing protected parks, natural areas and critical areas are analyzed in detail below. Numbers following the listings correspond with items on Figure POS-2.

City-Owned Parks

City-owned parks found in the City of Langley are primarily community mini-parks (parks less than one acre in size) that are located along major roads into town or in the downtown area. Seven of the ten developed parks in the City are located in the downtown area (Cascade Walkway, Langley Park, Phil Simon Park, Boy and Dog Park, Seawall and Whale Bell Parks). One park (Generation Park) is located on a major road into downtown. Only one developed park in the City currently functions as a neighborhood park (the Cedars-Tract 100).

Cascade Avenue Walkway (1): The Cascade Avenue Walkway is a 1.28 acre community mini-park located in the downtown portion of Langley. The park includes the flat area east of Cascade Avenue, as well as a large portion of the bluff east of the walkway. The upland portion of the park provides interpretive signage, benches and views of the marina, Saratoga Passage and the Cascade Mountains. The sloped portion of the area is vegetated and contains no human use areas. Due to the open vistas the walkway is well used by residents and visitors alike.

Generation Park (5): Generation Park is a 0.35 acre community mini-park located at the northwest portion of the Second Street and DeBruyn Avenue intersection. The park was constructed by the Langley Community Club in 2005 on a site previously occupied by the City of Langley maintenance facility, and the area features picnic tables and one of the two City-owned swing and slide play structures. Because of these amenities the park is most often

used by families with children.

Langley Park (9): Langley Park is a 0.15 acre community mini-park located at the southwest corner of the Second Street and Anthes Avenue intersection. The park was donated to the City of Langley in 1998 by Nancy Nordhoff and contains a number of unique features, including a shelter constructed of metal and recycled wood, eclectic art and a memorial bench dedicated to former resident Ann Primavera. The park is appreciated for its “charming,” “sweet,” “funky” and “whimsical” nature and its central location is a major draw.

Langley-Woodmen Cemetery (10): The historic Langley-Woodman Cemetery is a 6.06 acre special-use open space located along Al Anderson Avenue in the southern portion of the City of Langley. The area, while not containing features traditionally associated with a park, combines unique gravesites and tombstones with the surrounding natural setting to provide a peaceful, contemplative environment for residents of the City. It is the oldest cemetery in South Whidbey, established in 1902 and is on the City’s historic property registry. The Cemetery Board makes recommendations to Council regarding its management. This open space is appreciated for its peaceful, quiet and serene qualities.

Mildred Anderson and Faye Bangston Park (13): Mildred Anderson and Faye Bangston Park is a 1.36 acre undeveloped neighborhood park that was donated to the City of Langley as part of recordation of The Highlands Planned Unit Development. The park is located south of the Well Site Natural Area and has a trail connection with the natural area. The park contains no other amenities at this time.

Robert L. Smith or “Boy and Dog” Park (20): Robert L. Smith Park, or Boy and Dog Park, is a 0.15 acre passive use community mini-park that is located in the middle of the First Street business core. The park was donated to the City in 1969 by Langley on Whidbey Island, Incorporated (of which park namesake Robert L. Smith was a partner) and the area features two of the most iconic images associated with the City of Langley: the Georgia Gerber “Boy and Dog” sculpture and the view of the Cascade Mountains beyond the Saratoga Passage. The park contains several benches to enjoy these features, as well as landscaped areas and stairs that provide access to Seawall Park.

Seawall Park (21): Seawall Park is a linear 1.44-acre community park that was created in 1975 when the seawall was constructed along the Saratoga Passage. The park offers 1,140 feet of saltwater beach access; views of Saratoga Passage, Camano Island, and the Cascade Mountains; and amenities such as totem poles, a walking trail, benches and picnic tables. The park abuts private property on its southern side, and this neighboring undeveloped property makes the park area appear larger than its actual size. The neighboring private property includes flat portions of the land adjacent to the park, as well as the bluff that divides the park from First Street.

The park is valued for its scenic views, public access to the beach, its tranquility and its proximity to downtown. In 2016 Council established the Seawall Park Ad-Hoc Committee to provide recommendations as to how the park could be improved. In July 2017 Council received these recommendations and the Ad-Hoc Committee became a sub-committee of

the Parks and Open Space Commission.

The Cedars Subdivision -Tract 100 (22): Tract 100 of the Cedars is a 0.65 acre neighborhood mini-park that was donated to the City of Langley as part of the creation of the Cedars subdivision. The park features one picnic table and one of the two City-owned play structures in Langley. The park is not well known or well used by Langley residents.

Thomas Hladkey Memorial Park (26): Thomas Hladkey Memorial Park, better known as Whale Bell Park, is a 0.25 acre community park located at the north end of the Anthes Avenue right-of-way. The park, named after a former Public Works Director for the City of Langley, has been devoted to public use as a right-of-way since the creation of the 1890 Plat of Langley and the area originally provided access to the first marina in Langley. The park was redeveloped as part of the Two Totems project, a mixed-use development located west of the park, and the area now includes three benches, a whale bell, landscaping and interpretive signage. The park provides wonderful views as well as access to Seawall Park.

Right-of-way road ends at DeBruyn and Park Avenue (3 and 16): The end of the rights-of-ways in these two locations are adjacent to the shoreline bluff and have been dedicated as such since the original platting of Langley. These areas have long been thought of as potential mini- park locations and possible beach access points; however, neither of these areas has ever been utilized as such. Because these rights of ways are not well known some adjacent property owners have made improvements here.

Other City-owned Land with Park Type Features: Several City-owned parcels also have sitting areas and other outside features for passive-use enjoyment. These parcels include land around the Langley Library, City Hall, the Post Office, and Chamber of Commerce buildings. The land around the library includes a Georgia Gerber statue called “Otter Memories” as well as a bench and other places to sit, while City Hall includes a covered area, benches, and a picnic table. The land surrounding the Chamber of Commerce has public restrooms and a small courtyard with a bench, and the land in front of the Post Office includes landscaping and benches.

OTHER PUBLIC LAND USED FOR PARKS & RECREATION

The Fairgrounds (7): The Fairground property is a 13.98-acre site. Following two years of managing the property, ownership was transferred from Island County to the Port of South Whidbey in March 2017. Since that time the Port has begun upgrading and heavily marketing the site to enable year-round use for various activities, events and businesses. The Port will be preparing a master plan for the site to guide future development and improvements. The annual Whidbey Island Fair continues to operate here. The grounds include a variety of outdoor spaces and buildings, including an arena, stables and exhibit centers that offer the opportunity for individuals to conduct specialized recreational activities associated with livestock. There is also a public campground available for year-round use. A zoning overlay was established for this property a number of years ago to recognize the many different uses that could take place here.

Phil Simon Park (17): Phil Simon Park is a 0.46 acre community mini-park that was acquired by the City of Langley in 1975 and transferred to the Port of South Whidbey in 2009. The park is located south of the marina and is enjoyed by residents and visitors alike.

Langley Middle School (19): The Langley Middle School and school grounds is located west of Camano Avenue and offers the largest array of active and passive use recreational features found within the City of Langley. The school grounds also provide a number of active-use outdoor sport fields, including two basketball courts; two baseball, softball or T-ball fields; a football field; a soccer field; and a track. Additional recreational facilities, including three gyms, are contained inside the school complex, and are used by the South Whidbey Parks and Recreation District to provide recreational opportunities for youth and adults. In addition, Island Dance, Whidbey Children's Theater and Whidbey Island Center for the Arts are all located on School District property. At the end of the 2017 school year the Middle School was discontinued and has been rebranded as the South Whidbey Community Center. The South Whidbey School District continues to own it and is beginning to seek new tenants for the buildings and is studying the feasibility of expanding the permitted uses here. This property has been identified on Figure LU-5 as the Arts and Recreation District.

City-Owned Natural Areas

Langley contains three City-owned natural areas beyond these park facilities: the Coles Road Natural Area, the Well Site Natural Area, and the Meadow's Wetland Natural Area. These natural areas provide 24.86 acres of open space land in the City. These sites are not well used as two contain wetlands and the other contains some steep slopes. These areas and the features that they provide are analyzed below. Numbers following each of the headings correspond with the items on Figure POS-2.

Coles Road Natural Area (2): The Coles Road Natural Area is a 14.55-acre site located in the southwest portion of the City of Langley across from the Waste Water Treatment Plant. The area was logged, though not clear-cut, in the early 1980's and features a mixture of individual older Douglas firs and dense stands of younger western hemlock and red alder. The site also contains some areas of understory vegetation, such as huckleberries and salal, although this understory growth is limited due to the dense forest present throughout much of the parcel. The Coles Road Natural Area contains one informal pedestrian trail that provides access to the land surrounding the Puget Sound Energy distribution station found west of the site, but the City has made no short or long-term plans for the use of the area.

Langley Well-Site Natural Area (12): The Langley Well-Site Natural Area, popularly known as Middle Earth, is an 8.17 acre site that houses the wells and well house for the City of Langley. The site is located directly west of the institutional uses of Camano Avenue (the Fairgrounds and Langley Middle School) and directly east of the residential uses along Al Anderson Road (the Highlands PUD and Northview Subdivision). The area is forested with Douglas fir, red alder and Western Red Cedar trees, and contains a variety of understory vegetation including black and red huckleberry, salal, sword fern, and elderberry. The site contains one informal trail along its western portion but due to the

presence of the wetland the Parks and Open Space Commission determined it was not feasible to develop a formal trail through there.

Meadows Wetland Natural Area (25): The Meadows Wetland Natural Area is a 2.14 acre parcel that was given to the City of Langley in 2007 as a condition of approval of the Meadows Planned Unit Development. The area includes a portion of the wetland that runs from Coles Road to near Third Street, and is composed of open and shrub wetland plant communities, including a number of invasive species such as blackberry and Canada thistle. A condition of transferring ownership was to replant the area with native wetland vegetation. This condition has not yet been fulfilled.

Privately-Owned Natural Areas

Natural areas have also been provided by private development within the City. Langley has 10.9 plus acres of privately- owned natural areas that have been dedicated as open space as a condition of approval for a subdivision. These areas are owned and maintained by a homeowners' association, not the City of Langley and exist within the Cedars, Noble Cliff and Woodside Subdivisions, as well as The Highlands Planned Unit Development. These areas function to preserve critical areas such as steep slopes (in subdivisions like Noble Cliff, the Cedars and Woodside); buffer development from roads (in the Cedars, Highlands and Noble Cliff); and provide amenities such as trails (The Cedars and the Highlands).

CRITICAL AREAS

Critical Areas, their buffers and wildlife corridors are referenced as the core features around which Parks and Open Space planning should take place.

Cities consist not just of people, their buildings, and urban infrastructure, but also of wildlife and the habitat required by that wildlife. Cities evolve over time on landscapes which include wetlands, steep slopes, aquifer recharge areas, fish and wildlife habitat, and frequently flooded areas. These elements are defined in the GMA as Critical Areas and are required to be protected. Often, these elements overlap, so that a wetland acts as an aquifer recharge area as well as wildlife habitat. Critical Areas are not necessarily contiguous. Wildlife need to be able to move from one habitat area to another. This requires designation and protection of corridors for wildlife movement.

The Langley Urban Growth Area and Joint Planning Area encompass many acres of critical areas and their buffers in addition to these parks and open spaces. These critical areas include steep slopes, streams, and wetlands that are privately owned, but are protected under the Critical Areas Ordinance of the City of Langley (see Figure LU-7).

Steep Slopes: Langley contains a number of linear bands of steep slopes through and around the planning area. Most of these bands were created by the retreat and meltwater of the Vashon Glaciation, which formed a number of north trending steep slope systems; however, one-belt of steep slopes along the Saratoga Passage was formed more recently through the process of coastal erosion. These steep slope systems display the geologic history of Whidbey Island, and in many instances merge with areas of streams and wetlands within the valleys to form larger habitat and natural areas of land that are

primarily privately-owned, but protected under the Critical Areas Ordinance.

Streams

Three streams exist in the City of Langley: Saratoga Creek, Brookhaven Creek and Noble Creek. These streams are generally narrow, rarely exceeding four feet, and are fully contained within the Urban Growth Area. Each of these streams is unique.

Brookhaven Creek has contributed a great deal to the development of Langley. Initial buildings in the City were located near the creek and early founders utilized the relatively short bluff associated with the outlet of the creek as the logical location for a marina. Early citizens also utilized the water from the creek as a water source. This historic process of the City growing around the stream has made Brookhaven Creek the most urbanized and altered stream within the City. The stream has been put into culverts and pipes in a number of locations, the stream course has been altered, and the wetlands previously associated with the stream have been filled. Houses and other developments have also been constructed in the stream's riparian area.

Saratoga Creek, at the opposite extreme, is perhaps the most natural or scenic stream within the City. The creek is piped under two roads and is piped an additional 250 feet at the stream's mouth on the Saratoga Passage. However, little development has occurred around the stream and the stream corridor retains a number of unique natural features. The only recorded fish presence is found in Saratoga Creek and the lower reaches is home to coastal cutthroat trout.

The creek begins in a large forested wetland that contains a mixture of alder and cedar of varying age, including a number of snags and fallen trees useful for wildlife habitat. As the stream travels north from the wetland, it descends a ravine that is up to 110 feet deep. This depth is especially striking given the fact that only a four foot wide stream now flows through the area. The ravine contains large Douglas Firs, cedars, and some spruce trees, as well as understory vegetation including salmonberry and salal, but invasive ivy is degrading the overall habitat of the area.

Noble Creek follows a similar path to the Puget Sound as Saratoga Creek. The creek begins in a mixed aged cedar and alder forested wetland south of Sandy Point Road; travels through a culvert under Sandy Point Road; and then moves into another riparian wetland system. This riparian wetland north of Sandy Point Road and its buffer includes several cedars with a sword fern understory that transitions to a primarily even aged alder forest moving north to Edgecliff Drive. The alder forest understory includes elderberry, salmonberry, skunk cabbage, and false lily of the valley, and also contains invasive plant species. Beyond this wetland, the stream then descends to the Saratoga Passage via a ravine north of Edgecliff Road.

Wetlands: A number of wetlands are located throughout Langley. Some of these wetlands are associated with streams found in the City and others are areas of poorly draining soil not associated with streams, such as the eastern portion of the Edgecliff/ Sandy Point area. While not all wetlands are known or mapped on Figure LU-7 they are still required to be protected by the City's Critical Areas ordinance. As a result, areas of the City that have a

high probability of having wetlands are shown on Figure LU-8. These wetlands are primarily forested, with some areas having a mixed age and species canopy and others having an even aged alder canopy, though some areas of wet meadows and shrub/ scrub wetland do exist, especially in portions of the wetland that runs parallel to Third Street. The overall habitat quality of these various wetlands varies greatly.

Other Critical Areas: As part of this review the City has updated its mapping to include the following known critical areas: Bald Eagle nest trees and their buffers, Blue Heron Rookeries, and Eel Grass beds. Other species habitats have been added for informational purposes.

PARKS AND OPEN SPACE

Based on this overview of the existing parks and open space system, several issues or considerations emerge that can be used to guide future parks and open space planning. These are outlined below.

- **Parks and Open Space are two distinct elements.** Parks are generally created for the recreation of humans. Open Space is, or should be, a place where humans, as the Wilderness Act puts it, are visitors who do not remain. The dominant feature should be the natural landscape. Wildlife corridors should not be confused with trail corridors, although in some instances trails can be created in or through natural areas. The difference lies in whose interest takes precedence.
- **The Importance of Critical Areas.** Existing critical areas and their buffers provide a foundational element for the parks and open space system. Critical areas form a series of belts through and around the Urban Growth Area, the city and Joint Planning Area and are currently protected under the Critical Areas Ordinance of the City of Langley and Island County's Critical Areas Ordinance. These areas also represent key features that display the geologic and ecological history of the area.
- **Various Landscapes and Ecosystems.** Existing parks and open spaces showcase a range of the landscapes and ecosystems found in the City of Langley. Several parks offer views of the Saratoga Passage and the Cascade Mountains, and some provide beach and water access, but few parks or open space features are developed and they don't offer a wide range of amenities.
- **The Distribution of Parks and Open Spaces.** Existing parks and open spaces are not distributed evenly throughout the Urban Growth Area, the city and Joint Planning Area. Existing parks and natural areas accessible to the public (and known by the public) are primarily located in the historic central portion of the City and several neighborhoods contain no parks or natural areas. However, as shown on Figure POS-3 most of the City is within a ¼ mile (or 5 minute) walk of a park or open space.
- **A Non-Integrated Open Space System.** The existing parks and natural features do not form an integrated open space system. Current parks and natural areas exist as distinct entities and have minimal habitat or pedestrian connections between and among features.
- **Park Use Differs Between Types of Parks.** Public use varies widely among parks. Existing parks containing views of the Saratoga Passage and the Cascade Mountains are highly valued and used by residents of the City, but other parks, including facilities with playgrounds, are only minimally used.

- **The Prevalence of Passive Use Mini-parks.** Existing parks in the City of Langley are primarily passive use mini-parks. Few parks are larger than an acre in size, or offer a mixture of passive and active uses. There are no dog parks in the City and this has been identified as a gap.
- **City-owned Natural Areas.** Existing City-owned natural areas appear to be underutilized for recreational purposes. These areas encompass over fifty percent of the parks and open space lands located within the City and have the potential to provide additional public access and/or improved habitat.
- **An Incomplete Trail System.** Few publicly accessible trails exist in the Urban Growth Area, the city and the Joint Planning Area. Trails that exist are fragmented and were created, in many instances, without a larger trail system in mind. No connections between beach access points exist.
- **Maintenance and Appearance.** Continuing maintenance is essential for the parks and open space system. Few plans exist for the long-term enhancement and maintenance of existing parks and natural areas.
- **Lack of Signage.** Existing City-owned parks and natural areas have few identification or wayfinding signs. These facilities, as a result, are not clearly perceived by residents as available for public use.

LANGLEY'S FUTURE PARKS AND OPEN SPACES

Based on the considerations identified above as well as citizen input about desired park facilities gathered as part of the 2009 review (see Appendix 1), the Parks and Open Space Commission developed a number of objectives to guide future plans for the parks and open space system that include:

- Recognize that critical areas and wildlife corridors are the foundation for the parks and open space system;
- Develop an integrated open space system;
- Establish a more even distribution of parks and open spaces throughout the City and the Urban Growth and Joint Planning Areas;
- Create and preserve a diversity of park and open space types;
- Create a comprehensive and interconnected trail system and wildlife corridor system;
- Improve functionality, including signage, for each park; and
- Improve maintenance for each park and open space.

PARKS AND OPEN SPACE GOALS AND POLICIES

GOAL POS - 1: General

Parks and open spaces in and around Langley shall be comprised of an integrated and well maintained system that is linked by an extensive network of trails and wildlife corridors, all of which complement and protect critical areas, wildlife habitat, and other natural assets.

POS-1.1	Develop a parks and open space management plan that balances active, passive and natural areas. Recognizing Langley's limited resources, the plan will include the following elements (at a minimum): maintenance plans and procedures for existing and future parks, open spaces and trails including irrigation; drainage; landscaping; invasive plant species; structures and facilities; waste management, and budgeting.
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POS-1.2	The parks and open space management plan will establish LOS for each park facility which recognizes the specifics of each location and its environmental condition.
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POS-1.3	Provide a balance of active and passive open space and parks that are well integrated throughout the city.
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POS-1.4	Identify neighborhoods that do not have a park, open space or trail connection within a five minute, quarter mile walking radius and identify future opportunities.
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POS-1.5	Review Code regulations and establish clear criteria for new multi-family, mixed use developments and subdivisions to dedicate public parks or public open space or trails.
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POS-1.6	Future Park amenities could include: viewpoints, beach access, passive use features, community gardens, cultural features, dog parks, and structures for community members of different ages and mobilities.
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POS-1.7	Develop a wayfinding program for the City that includes the parks, trails and open spaces.
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POS-1.8	When designing parks, trails and open spaces long term maintenance and budgeting shall be taken into consideration.
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GOAL POS – 2: Partnerships

Maximize partnerships to: develop a cooperative, coordinated, and community - based park and open space system and retain natural amenities essential to the character of Langley.

POS-2.1	Partner with Island County to better coordinate project review in the Urban Growth Area, Joint Planning Area and beyond to ensure that open spaces, trail corridors and natural amenities important to the character of Langley are preserved during development.
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POS-2.2	Cooperate with Island County, the South Whidbey School District, the South Whidbey Port Authority, the Whidbey Camano Land Trust, the South Whidbey
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	Parks and Recreation District and others to develop and maintain park and open space areas and trail corridors.
POS-2.3	Develop and promote volunteer programs to plan, develop, operate, maintain and improve parks.
POS-2.4	Encourage the protection and acquisition of large areas of open space in the county including agricultural, forest, and natural resource lands, as well as linkages between them.

GOAL POS – 3: Critical Areas

Critical areas, their buffers and wildlife habitat are the foundation of Langley's parks and open space system and these areas shall be integrated to the greatest extent possible.

POS-3.1	Ensure that Langley's natural environment is a key to the quality of life and economic development of the City.
POS-3.2	As part of any parks, open space and trails planning, protect, preserve and enhance the city's natural assets including shorelines, streams, views, wildlife habitat, riparian corridors, wetlands, steep slopes, and abundant native vegetation.
POS-3.3	Where possible, all new multi-family and mixed use development and subdivisions shall provide open space. Where located adjacent to critical areas open space should be contiguous.
POS-3.4	Where large areas of public open space are being provided during development or existing public facilities are being improved, increased densities or land use intensity may be considered.
POS-3.5	To achieve maximum protection, where possible, establish critical area and buffers on separate parcels or tracts.
POS-3.6	Establish and protect wildlife corridors that connect parks and open spaces within the City using a variety of tools including but not limited to acquisition and conservation easements.
POS-3.7	Preserve and protect critical areas and their buffers as wildlife habitat. Where trails are within critical area buffers ensure they will create no net loss of habitat or ecosystem function.

GOAL POS – 4: Urban Forests

Protect and enhance Langley's urban forest including the forested gateway corridors into the City.

POS-4.1	Prepare and implement an urban forest strategy to guide tree management on private and public lands in Langley.
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POS-4.2	Work with Island County and the Department of Natural Resources to develop an urban forest strategy for the UGA and JPA.
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GOAL POS – 5: Acquisition and Funding

Utilize a variety of methods to acquire, develop, protect and manage parks, open space, and trails.

POS-5.1	Develop a broad and creative funding strategy to acquire, develop, protect and manage parks, open space, and trails including regulatory and non-regulatory methods.
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POS-5.2	Review Code regulations and establish clear criteria for new multi-family, mixed use developments, and subdivisions to dedicate public park or public open space or trails.
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POS-5.3	Capital projects should be designed to incorporate public open space.
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POS-5.4	Maximize the use of existing rights of way including streets for open space, waterfront access, tree planting, landscaping, pedestrian amenities, recreation space, and view corridors.
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POS-5.5	Retain city-owned lands, including excess rights-of-way, for open space purposes.
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POS-5.6	Permit private recreation facilities to a greater extent.
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POS-5.7	Work with Island County to include trail easements in the Public Benefit Rating System for reduced property tax.
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GOAL POS – 6: Waterfront

Preserve existing public access and expand new opportunities for the public to access and enjoy the waterfront.

POS-6.1	Work with the Port of South Whidbey and property owners to expand boat moorage, improve the boat ramp and Phil Simon Park, and facilitate public access to and across the waterfront.
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POS-6.2	New or redevelopment of waterfront lands shall be consistent with the Shoreline Master Plan and State and Federal regulations.
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POS-6.3	Work with property owners, developers and other stakeholders to redevelop Seawall Park.
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GOAL POS – 7: Community Agriculture

Urban agriculture should be an integral component of Langley's Parks and Open Space program.

POS-7.1	Establish community gardens in public parks and open spaces.
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POS-7.2	Consider planting fruit and vegetable plants for landscaping on public property.
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POS-7.3	Review the Municipal Code and remove barriers to urban agriculture activities on private property.
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APPENDIX 1¹**2009 Survey Results**

In addition to identifying the use of parks throughout the City of Langley, the 2009 parks survey also questioned what additional types of park facilities the City should pursue. Respondents identified responses on a one to five scale, with one being not interested in the activity and five being very interested in the activity. The average response for the desired activity/ feature is provided in Table 4.

TABLE 4: ACTIVITY/ FEATURE

Beach swimming	2.0
Beach walks	4.3
Bike trails	3.2
Covered areas/ pavilions	3.0
Indoor activity areas	2.5
Outdoor exercise and activity areas	3.3
Scenic overlooks with benches	4.2
Pea patch gardens	2.8
Picnic areas and tables	3.4
Playgrounds	2.7
Large park with multiple activities and	2.9
Walking trails	4.3
Water activities: fishing, diving, boating	3.2
Nature/ interpretive signs	3.6

Survey respondents identified walking trails and beach walks as the most desired activities of the potential responses (each registering a 4.3 average score). Scenic overlooks were the third most desired facility (with a 4.2 average score). Other items with an average score above three were nature/ interpretive signage, picnic areas and tables, outdoor exercise and activity areas, bike trails, water activities, and covered areas/ pavilions.

¹ Appendix 1 and 2 have been included by request from the Parks and Open Space Commission
3/5/2018

APPENDIX 2

PUBLIC PARTICIPATION

2009 Parks and Open Space Element Update

The Parks, Open Space and Trails Element is the result of a seventeen-month planning process conducted by the Parks and Open Space Commission of the City of Langley. This Commission is made up of five volunteers, two of whom have professional experience related to Parks and Open Space.

The Commission has held twenty meetings over this seventeen-month period, each of which has been open to the public. Five of these meetings featured tours of existing parks and open space system, and one of these meetings was a public workshop designed to present the Commission's concept for the parks and open space system. Beyond these meetings, the Commission has also conducted a number of subcommittee meetings and presented four times to the Langley City Council. The general timeline for the creation of this element is presented below:

August 2008 to January 2009: The Parks and Open Space Commission held its first nine meetings and worked to establish a basic understanding of existing parks and open space in Langley. Over these meetings, the Commission conducted five tours of Langley that featured visits to: Seawall Park, the lands between the Langley Woodmen-Cemetery and the Langley Middle School, Generation Park, the Saratoga Creek Ravine, the Noble Creek Corridor, Cedars Subdivision – Tract 100, Fossek Farm, and the Cascade Avenue walkway.

December 15, 2008: The Commission presented the general scope of their planning effort and their preliminary findings to the Langley City Council.

February 2009 to April 2009: The Parks and Open Space Commission held three regular committee meetings and a number of subgroup meetings during this period. The Technical Subcommittee of the Commission analyzed data from the tours and worked to create a framework for the parks and open space system, and the Public Participation Subcommittee worked to figure out how to involve the public in the process. The full Commission established definitions for different types of parks and natural areas and, at the meeting of March 9, 2009, created the Core Area and Corridor concept for open space.

April 2009: The Commission sent a Parks Survey, developed by the Public Participation Subcommittee, to residents of the City of Langley. Of the 750 surveys distributed, 202 surveys were returned with comments related to existing park use and desired park facilities.

May 18, 2009: The Parks and Open Space Commission presented the draft Core Area and Corridor concept to the Langley City Council.

May 28, 2009: The Parks and Open Space Commission presented the findings of the survey and the Core Area and Corridor concept on a series of tri-fold display boards at a

public meeting at Saint Hubert's Catholic Church. 38 residents (not including Commission and Council members) attended the meeting and 17 out of the 18 individuals that filled out evaluation forms for the event said the meeting met or exceeded their expectations. A number of comments were recorded on butcher paper in the room and were integrated into the element.

June 2009 to November 2009: The Parks and Open Space Commission held seven meetings to work on drafting the Parks, Open Space and Trails Element. Draft versions of the element were posted online prior to each meeting and public comment was allowed at each of the meetings.

June 15, 2009: The Parks and Open Space Commission presented the boards from the May 28th public meeting to the Langley City Council. Audience and council members were invited to study the materials and offer any comments or concerns.

August 13 to August 16, 2009: The Parks and Open Space Commission displayed the tri-fold display boards from the May 28th public meeting at the Island County Fair. Comments were solicited on sheets of paper and the City of Langley was presented a blue ribbon for the educational content of the boards.

September 21, 2009: The Parks and Open Space Commission presented a draft version of the element to the Langley City Council.

November 6, 2009: The City of Langley issued a Determination of Nonsignificance for the draft Parks, Open Space and Trails Element of the Langley Comprehensive Plan. A fourteen-day comment period was established for the determination. No comments on the determination were submitted.

November 23 and November 30, 2009: The Parks and Open Space Commission conducted a public hearing on the Parks, Open Space and Trails Element over the course of two meetings, and after due deliberation forwarded a unanimous recommendation of approval to the City Council.

December 7 and December 21, 2009: The City Council conducted a first and second reading of the Parks, Open Space and Trails Element and unanimously approved of the element at the meeting of December 21, 2009.



Sustainability Element



SUSTAINABILITY ELEMENT

The concept of "sustainability" has been an integral part of development work since the late 1980's. It originated in the UN's 1987 Brundtland Commission Report, *Our Common Future*. The central tenant is that "sustainable development," which is defined as "development that meets the needs of the present without compromising the ability of future generations to meet their own needs" is key to societies survival. Sustainability is both a lens through which we can view society and it is an end goal in itself.

Sustainability is often explained as a stool held up by the three legs of economic prosperity, ecological or environmental responsibility, and social equity. These legs or pillars need to be equally balanced in order to achieve sustainability or the stool falls over. More recent definitions include a fourth stool leg of cultural vitality. In order to achieve the end goal of sustainability each of the four legs or pillars must be given the same weight.

The concept of a 'sustainable community' does not describe just one type of neighborhood, town, city or region. Activities that the environment can sustain and that citizens want and can afford may be quite different from community to community. Rather than being a fixed thing, a sustainable community is continually adjusting to meet the social and economic needs of its residents while preserving the environment's ability to support it.

A sustainable community uses its resources to meet current needs while ensuring that adequate resources are available for future generations. It seeks a better quality of life for all its residents while maintaining nature's ability to function over time by minimizing waste, preventing pollution, promoting efficiency and developing local resources to revitalize the local economy. Decision-making in a sustainable community stems from a rich civic life and shared information among community members. A sustainable community resembles a living system in which human, natural and economic elements are interdependent and draw strength from each other.

Potentially significant employment opportunities, consistent with more sustainable patterns of development, exist in many economic sectors. Redesigned and improved infrastructure, knowledge-based services, environmental technologies, improved management and use of natural resources, and tourism are all rich areas for private sector investment, supportive government policies, and expanded training.

Achieving sustainable community development means emphasizing sustainable employment and economic demand management (EDM). Sustainable employment includes, turning "wastes" into resources (e.g., recycling); improving efficiency with regard to energy and materials; converting to greater reliance on renewable energy sources; increasing community self-reliance (e.g., food and energy production); and sustainable management of natural resources (e.g., community forestry). EDM shifts our economic development emphasis from the traditional concern with increasing growth to reducing social dependence on economic growth.¹

One of the most significant and complex issues facing society today is climate change. It requires at least two kinds of responses: adapting to the effects of climate change conditions, and

¹ <http://www.sfu.ca/sustainabledevelopment/about-us/what-is-sustainable-community-development.html>

minimizing our contribution to greenhouse gas emissions (often referred to as mitigation), widely understood by the scientific community to be an underlying cause of climate change.

Local governments are key to the climate change response because they influence more than 45% of local carbon emissions² through the decisions they make related to land use, transportation options, building standards, and waste management. Leadership, commitment and public support are required to respond appropriately to the challenge. The benefits are long term, yet the costs are immediate and the solutions are challenging. At the same time, adapting to climate change presents economic opportunities including the potential for establishing new technologies locally and creating more livable, sustainable communities.

For example, the likely rise in the cost of energy, and so also the cost of transportation, encourages the sustainability strategy of more local production of basic consumables, like food and energy. Correspondingly, in an emergency, like a power outage or an earthquake, the less dependent we are on distant sources for things like food and energy, the more resilient we will be. This is especially true given our location on an island.

And just as with insurance, there is a balance to be struck between the amount of time and resources we devote to preparing for the future and the amount we devote to living in the present. Fortunately many sustainability strategies, such as improving energy efficiency, make cost-effective sense today as well as in a wide variety of possible futures. The sooner we begin the process of preparing for a sustainable future, the easier and more sustainable the process itself can be.

Community

The most important resource for moving Langley toward a sustainable future is the quality of our community. When people are well informed and in good relationship with their neighbors, they are able to work with change in creative and confident ways.

Many communities now recognize that the quality of life includes identifying and taking steps to preserve “Places of the Heart.” The Orton Family Foundation has developed “Heart and Soul Community Planning,” a process that involves the community in identifying specific places within the community that are worthy of preservation. The first step in the process is identifying core community values. Those values that are most often identified are:

1. Working locally and growing locally-owned businesses.
2. Living and shopping locally.
3. Participating in local schools, organizations, churches, and community events and festivals.
4. Keeping culture and nature in close proximity.
5. Providing easy access to goods and services.
6. Fostering a strong sense of community where people trust one another and feel safe.³

A well-defined sense of community is a key element of a sustainable community and this is true for the City of Langley. This can be seen in a variety of ways such as the high rate of volunteerism by community members, the number of community events held throughout the year bringing

² <http://www.toolkit.bc.ca>

³ Excerpted from *Rural by Design, Second Edition* by Randall Arendt. ©2015, American Planning Association.

together residents and visitors alike, and Langley's cultural vitality index of 3.06 (2013) which is more than three times that of Washington State.

City leadership plays a pivotal role in moving the community towards a more sustainable future. This can be achieved through City Council's adoption of goals, policies and regulations that guide activities and actions by citizens and others, as well as through the decisions and choices made by City Administration on such things as purchasing.

Demographics

A fundamental characteristic of a sustainable community is that it has a good balance of people of all ages, plus a diversity of skills and experience. The City cannot control the demographic balance of the community. It does, nevertheless, influence the demographic patterns through such things as land-use, housing, and economic-development policies. To strengthen the community's sustainability, the City should take into account the demographic implications of its policy choices and make choices that foster demographic diversity. As discussed in more detail in the Land Use and Housing elements, Langley's population is older than the County and State averages and is aging at a greater rate in comparison. Through a sustainability lens the City is facing a demographic imbalance which has implications such things as for housing, businesses seeking employees and health services.

Energy

To meet its energy needs sustainably, a community must pursue four approaches. BC Hydro has outlined them as "The Four R's of Sustainable Energy Planning": 1. Reduce energy demand (through energy efficient community design, green buildings, and efficient technologies); 2. Re-use waste heat (captured from industrial and commercial sources, sewers and waste, for heating buildings and water); 3. Use Renewable heat (including solar and geo-exchange); and 4. Use Renewable electricity (including biomass/biogas, micro-hydro, wind, solar, tidal and geothermal).

Local governments have more influence over land use-related energy demand than any other of the four mechanisms, thus a major focus should be placed on the opportunity to mitigate energy use through land uses. Renewable energy resources are those that can be regenerated relatively quickly and therefore are not exhausted. They derive either from the sun or from heat generated deep within the earth, and include electricity and heat generated from solar insolation (sunlight striking a surface), wind power, ocean energy harvested from wave and tidal power, biomass energy and geothermal energy.⁴

The City has recently become part of the SolSmart - a program of the US Department of Energy's SunShot Initiative. The purpose is to assist local governments to reduce barriers to solar energy growth. The City is taking advantage of Puget Sound Energy's (PSE) program to convert street lights to LEDs to reduce the City's energy bills. The City is also participating in PSE's 'Green Direct' program that offers participants access to energy that is generated from renewable sources instead of a mix of fossil fuels and hydroelectricity. The City's choices of fleet vehicles tend towards lower emission models.

⁴ https://crcresearch.org/files-crcresearch_v2/File/Sustainable%20Communities%20Research%20Collaborative-Ashaw.pdf

Economy

Complete, compact communities are central to economic development. Complete, compact development promotes active lifestyles, improves human health, and fosters human interaction, strengthening community, spurring local innovation, and reducing crime. Complete compact communities are more conducive to locally owned businesses that reinvest locally. Economic impact assessments have demonstrated that \$100 spent in a locally-owned store generates \$45 in local economic return while the same amount spent in a non-locally owned store generates only \$13 in return ⁵

Establishing and maintaining local economies that are economically viable, environmentally sound and socially responsible is key for community sustainability. Participation from all sectors of the community is necessary to determine community needs and to identify and implement innovative and appropriate solutions.⁶

Tourism is a significant economic activity in the City of Langley and contributes to the City's tax base through retail sales and hotel/restaurant patronage. According to US Census in 2015, 40.7 percent of Langley's population 16 years and older were in the labor force. Almost 51 percent had occupations in the fields of management, business, science and arts. Sales and office occupations made up 20.8 percent with service occupations making up 13 percent.

Some recent infrastructure improvements by Puget Sound Energy to construct a new substation, upgrade transmission lines and other improvements have improved the reliability of electrical service on South Whidbey. In addition, Whidbey Telecom has been installing fiber optic throughout the area that will offer 100 gigabit service, providing the region with some of the fastest internet speeds in the country. This increased bandwidth will greatly improve the speed at which business, telecommuters and others can operate and is a requirement for high-tech, high-paying jobs.

Food and Agriculture

Industrialization of agriculture has taken a large toll on small family farms. In the last century, the number of farms fell nearly 65 percent, and the farm labor force dropped from 41 to 1.9 percent. Today, just one in 10 small farms produces enough income to support a family. But small farms play a significant role in the economic, cultural and environmental health of a community. Whidbey Island fourth generation family farmers, as well as a new breed of young farmers, are recapturing the island's farming heritage, creating a fresh food culture supported by diverse crops, seed research, market demand, delivery systems and agritourism.

While hobby farms and roadside stands selling eggs, berries and honey are in abundance, a greater food systems cluster has developed, which consists of producers, processors, distributors and markets. This cluster enables Whidbey's 21st-Century farmers to resurrect farming traditions and to grow triple-bottom line endeavors: farms that benefit people, place and profit.⁷

⁵ <https://www.toolkit.bc.ca/business-case-climate-action>

⁶ <http://www.sustainable.org/economy>

⁷ <http://livebettermagazine.com/article/a-community-of-collaboration-whidbey-island-sustainable-agriculture/>

While there is no agriculturally zoned land in Langley agriculture is still being undertaken on a few larger properties and there are food gardens found in many backyards.

While the new agriculture of the 21st century will likely take many forms at many different scales, there is likely to be an important component in Langley's small-town scale. One of these forms will be personal gardens, either at the residence or as a plot in a community garden. Another form will be somewhat larger commercial market gardens, including various forms of community-supported agriculture (CSA). Two of the advantages of having such market gardens within Langley are: easy access to part-time labor, and reduced transport and handling costs to a significant local market. In addition, market gardens that also serve as teaching facilities and/or visitor attractions may benefit from the additional facilities and amenities that Langley provides. We also have our waterfront, which provides us with important access to marine food sources.

Beyond food production, additional important components of a more localized and less energy-dependent food system are food processing and food distribution. Here again, within its available capacity, the City can be part of the solution.

Infrastructure

Infrastructure systems can deliver the services citizens need in an economically and environmentally sustainable manner. Such systems are efficient and integrated, and take advantage of ecosystem-based infrastructure to reduce carbon footprints and resource requirements, and provide better value. On average, operation and maintenance of delivery systems account for 80% of a local government's infrastructure costs. As such, long-term sustainability is a key consideration for infrastructure planning.

Whether infrastructure is viewed through a holistic economic or a holistic environmental lens, the result is the same: an integrated sustainability vision. Asset management includes maintaining and increasing equipment efficiency and reducing leaks. More sophisticated approaches include extracting value from "waste," like methane and heat from sewage. Most fundamentally, it involves reducing financial liability with less infrastructure-intensive, low-density development that can be sustained through existing revenue streams.

Sustainable, low carbon infrastructure typically within local government jurisdiction includes:

- **Water Supply**, stormwater and wastewater systems that safely manage our water, are energy efficient, reduce the burden on water supplies and reduce ecological impacts.
- **Ecosystems** such as forests, urban landscaping, and aquatic systems that are integrated into the green/ecological infrastructure network of the community.
- **Solid waste management systems** that divert waste from landfills and utilize waste as a valuable source of materials and sometimes energy.
- **Energy systems** that provide clean, renewable sources of heat and electricity. Historically, these systems are not usually part of local government operations, but opportunities are emerging.
- **Integration** of the above systems wherever possible, and creation of closed loops that treat "waste" as a resource and potential revenue source.

Natural Environment

Climate and geology have combined to make Whidbey Island and Langley a beautiful and unique place. Situated at the north end of Puget Sound, Whidbey Island has a relatively cool and moist climate that is conducive to dense coniferous forests on land and a rich and diverse sea life. The downtown area is located along both the toe and the top of a steep bluff, most of which has been modified by seawalls or residential and commercial development. The bluff varies from about 30 feet to a maximum of about 84 feet and slope angles vary considerably. Much of the downtown shoreline has been modified with waterfront bulkheads. However, minor erosion and sloughing are still active on the steep slopes, due to groundwater seepage, freeze-thaw, direct precipitation, and the removal of large native vegetation.

The City is drained by three natural drainages/streams that originate south of the city and drain through the city generally in a northerly direction and into Saratoga Passage.

Island County was federally designated as a 'Sole Source Aquifer' in 1982 and the City uses two aquifers in the area as main sources of drinking water. Several wetland areas have been identified and are mapped as shown on Figure LU-7; and other (unmapped) wetlands exist throughout the City.

Mild weather, abundant rain, and a long growing season (202 days) support continued forest growth and agriculture in the region. Douglas Fir, Western Red Cedar, Western Hemlock, and associated understory border the city. Invasive plant species such as bamboo, knot weed and scotch broom require vigilant management to keep them at bay.

Bird and wildlife found in the area includes ring-necked pheasant, California quail, raccoon, coyote, great-horned owl, barred owl, blue heron, and bald eagle. Rabbits have become an increasing nuisance in the City. A large number of waterfowl are found in saltwater and intertidal zones; among them common and Barrow's goldeneye, bufflehead, old squaw, and white-winged and surf scoter as well as eagles, herons, and gulls. Saratoga Passage is a common otter trail and is part of a salmon migratory route. Benthic organisms include shrimp, geoducks, clams, crabs, and mussels.

Implementation and Monitoring

A framework for implementation of the community's vision, goals and policies is essential to ensure the Plan has the intended impact. Effective plan implementation requires: commitment at all levels to the vision, goals and policies in the Plan; ongoing community engagement in city decision-making; effective management of city processes; and the use of best practices by both the City and development proponents.

Plan monitoring is necessary to ensure that the Plan is operating as anticipated. It requires that questions be asked about the continued relevance of the Plan as circumstances change. To be effective, monitoring should consider the following points:

- Is progress being made towards the Plan's vision, goals and are the policies having the expected result?
- Are the assumptions on which the Plan is based still valid (e.g. growth rates)?
- Are there new issues, concerns or opportunities that may require new or different policies?

- Are there changes in political or public priorities that may result in a different allocation of resources?

Following adoption of the Comprehensive Plan Council and its commissions and boards will be tasked with identifying priority action items. This list of priorities will then be used to establish work plans for the short and long term as well as budgets and capital plans.

SUSTAINABILITY GOALS AND POLICIES

GOAL S-1 Sustainability Framework

Establish a sustainability framework for the City of Langley to foster a multi-generational, resilient and more economically and culturally diverse community.

S-1.1	Consider multiple scenarios for future conditions when making decisions with long-term impacts. As appropriate, consider likely implications over many decades, including multi-generational time horizons.
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S-1.2	Undertake an Emergency Preparedness Plan with broad based community involvement to move the City towards greater resilience.
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GOAL S-2 Public Participation

The City shall strive to be transparent in its decision making, keep the community well informed and undertake meaningful public participation.

S-2.1	Public participation initiatives shall be comprehensive and accessible to the diverse needs of citizens.
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S-2.2	Seek diverse participation and use a variety of communication channels to inform and involve the community.
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S-2.3	Use public participation as a means of keeping perceptions and problem-solving fresh and multi-faceted.
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GOAL S-3 Multi-Modal Transportation

Strive for a multi-modal transportation network that safely and conveniently accommodates multiple functions including travel, social interaction and commerce, to provide for more vibrant neighborhoods and more livable communities.

S-3.1	When undertaking transportation planning and service decisions, evaluate and encourage land use patterns and policies that support a sustainable multi-modal transportation system.
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S-3.2	Strategically design transportation options - including bike routes, sidewalks, pedestrian trails and other non-motorized solutions - to support and anticipate land use and economic development goals.
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S-3.3	Plan for a multi-modal approach to transportation that promotes an integrated system of walking biking, transit, auto and other forms of transportation designed to effectively support mobility and access.
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GOAL S-4 Economic Development

Encourage economic development policies and programs designed to support and promote sustainability, resiliency, and energy efficiency. Maintain existing utility systems while seeking to expand the use of renewable energy sources.

S-4.1	Economic development should support and encourage resilience, development and expansion of locally-based business and employment opportunities.
S-4.2	Regulatory and economic initiatives should emphasize flexibility and the ability to anticipate and meet evolving employment, technological and economic patterns.
S-4.3	Land use and regulations should be designed to encourage and support the ability of local residents to work, shop, and obtain services locally.
S-4.4	Infrastructure and land use policies should be designed to encourage and support home-based work and business activities that supplement traditional business and employment opportunities.

GOAL S-5 Food Security

Facilitate access to healthy, locally- grown food.

S-5.1	Enhance food security by enabling and supporting of local food production.
S-5.2	Reduce barriers to increase urban agriculture and local food production.

GOAL S – 6 Natural Resources

Ensure that the contribution of natural resources to human well-being are recognized, protected and valued.

S-6.1	Restore, connect, and protect natural systems including fish and wildlife habitats, groundwater and critical areas.
S-6.2	Plan for the provision and protection of green infrastructure that includes using trees, vegetation, amended soil, bio-retention to reduce development impacts.
S-6.3	Encourage development that respects natural topography.
S-6.4	Encourage water conservation and plan for a lasting water supply.
S-6.5	Work to achieve a sustainable urban forest that contains a diverse mix of tree species and ages in order to use the forest's abilities to reduce storm water run-off and pollution, absorb air pollutants, provide wildlife habitat, absorb carbon dioxide, provide shade, stabilize soils and increase property values.

GOAL S – 7 Implementation

Establish an implementation framework for the Comprehensive Plan.

S-7.1	Connect plan implementation to the capital planning process.
S-7.2	Connect plan implementation to the annual budgeting process.

S-7.3	Establish simple and easy to measure indicators, bench marks, and targets. Monitor them over time and report back to the community.
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S-7.4	Regularly evaluate and report on implementation progress.
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GOAL S – 8 Livable Built Environments

Ensure that all elements of the built environment, land use, transportation, housing, energy and infrastructure work together to provide sustainable green places for living, working and recreation, with a high quality of life.

S-8.1	Focus development and redevelopment on infill sites to take advantage of existing infrastructure.
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S-8.2	Encourage design standards appropriate to the community context that serve to improve or protect both the function and aesthetic appeal of Langley and that enhance our sense of place.
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S-8.3	Provide accessible public facilities and spaces that accommodate persons of all ages and abilities.
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S-8.4	Facilitate the use of green building design and energy conservation elements including solar.
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S-8.5	Discourage development in hazard zones.
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GOAL S – 9 Climate Change

Work with public and private partners to develop a strategy and related programs to prepare for and mitigate the potential impacts of climate change, both on city operations and on the broader Langley community.

S-9.1	Develop a strategic plan that will help guide and focus resources and program initiatives to 1) reduce GHGs and the city's carbon footprint as well as that of the broader community 2) assesses the risks and potential impacts of climate change, and 3) reduces and minimizes these risks.
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S-9.2	Develop policies and strategies for land use and development that result in reduced GHGs for new development as well as redevelopment activities.
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S-9.3	Develop programs and incentives that encourage existing land use, buildings and infrastructure to reduce their carbon footprints.
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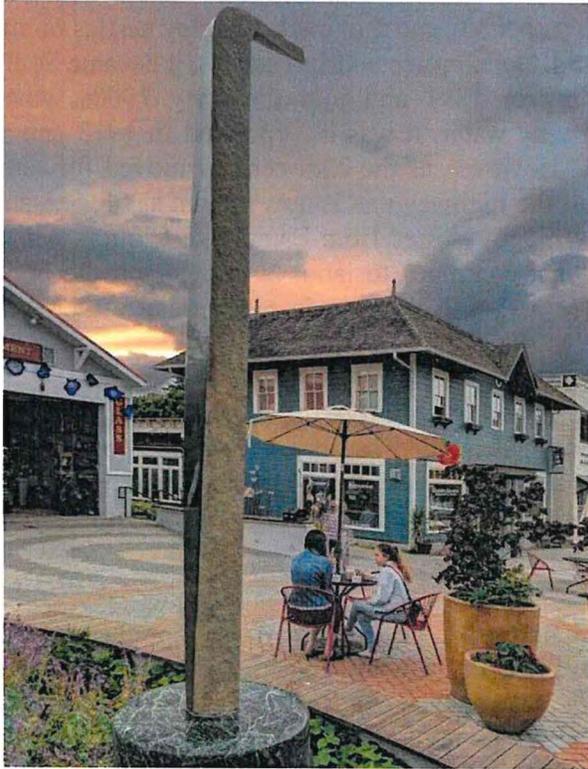
S-9.4	Foster state-of-the-art resource-efficiency in both new and existing buildings and neighborhoods by promoting “green building” concepts such as those outlined by the U.S. Green Building Council and similar organizations.
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S-9.5	Foster local renewable-energy generation including solar.
S-9.6	Foster approaches to transportation that reduce per capita fossil fuel use, such as the location of recharging stations for electric vehicles.
S-9.7	Model these examples, where practical and cost-effective, through City facilities and activities, such as the selection of low emission vehicles for the City fleet

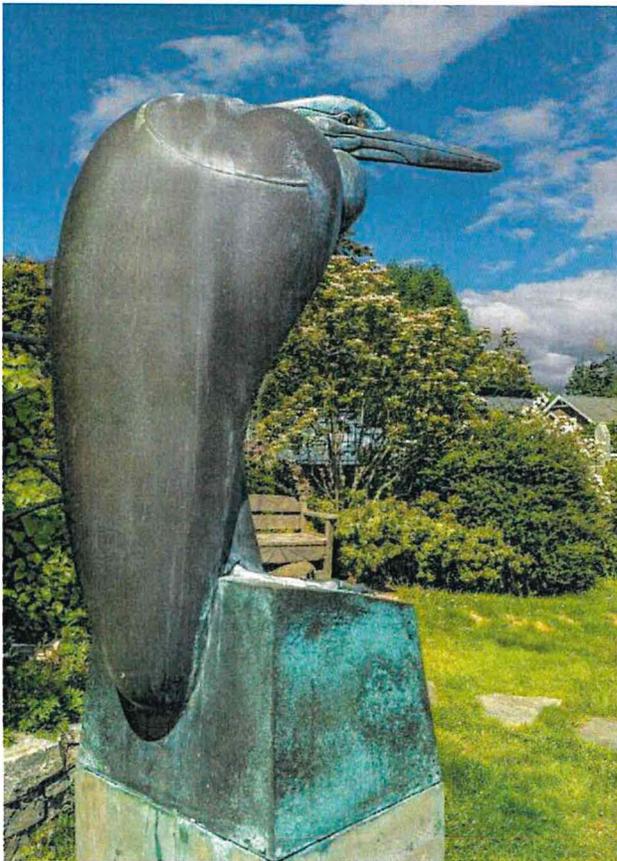
GOAL S-10 Volunteerism

The City will encourage volunteerism throughout the community.

S-10.1	Encourage positive and long lasting neighbor-to-neighbor relationships.
S-10.2	Encourage high levels of volunteer participation in both City-related and general community activities.



**Economic
Development Element**



ECONOMIC DEVELOPMENT ELEMENT

Langley's economy has been shaped by its location, its people, and the times. Langley nestles on the northeast coast of the southern part of Whidbey Island. Here, protected from storms, it became South Whidbey's main port and town, from its founding in 1891 and into the early 1900s, when transportation around Whidbey Island was primarily by water. It was incorporated in 1913 and is still the only incorporated town on South Whidbey. However, as the 20th century moved forward, the focus of transportation shifted from the water to the highway that is now known as SR 525 and SR 20. In 1929 the passenger ferry serving South Whidbey shifted from Langley to Clinton, where today Washington State's vehicle and passenger ferry continues to land. No longer on the main transportation route, Langley nevertheless continued as South Whidbey's commercial center well into the late 20th century.

Langley's success is both in spite of and because of being located off the highway. It is an attractive town located in a beautiful natural setting, surrounded by forests, on the shore of the Saratoga Passage, and looking east and north to the North Cascades and Camano Island. Being off the highway has fostered a quieter pace and the retention of important parts of its almost 120-year history.

Looking forward, Langley, like the rest of the world, may again need to adjust to major changes. As further discussed in the Sustainability Element, there is growing evidence that the world is leaving the era of cheap energy while entering an era of climate change, and this will have profound impacts on all aspects of the economy and our lives. We do not know what the impacts will be for Langley, but we are confident that if Langley continues to be a place with a strong sense of community, in a beautiful, well-loved, and well-cared for natural setting, and with a creative approach to life, its prospects are good.

Activities and Markets

To understand Langley's economy more deeply, it helps to look at the activities that make up this economy (retailing goods, providing services, producing goods, and transferring wealth) and the markets that are served (local residents, visitors, and elsewhere).

Here "local" refers to South Whidbey, composed of the zip codes 98236, 98249, and 98260, with approximately 14,000 residents. Langley shares this area with commercial districts along Highway 525 (Clinton, Ken's Korner, Bayview, and Freeland). "Visitors" refers to people from outside of South Whidbey who come temporarily to Langley. "Elsewhere" refers to customers of Langley businesses who receive their goods and services outside of South Whidbey.

Among the activities, "transferring wealth" refers to money flows -- such as salaries for commuters, pension payments for retirees, and imported equity from house sales elsewhere -- that are not connected to current Langley business activity.

Looking at each of the combinations of activities and markets we find:

Retailing goods to local residents -- Over the past few decades Langley has lost various types of locally-based businesses (e.g. lumberyard, gas station, drug store) to places on Highway 525. Nevertheless, with such shops as the Star Store supermarket and Good Cheer thrift store there are still significant locally-oriented retail stores in the downtown.

Retailing goods to visitors -- Langley's beautiful location and charming downtown, combined with the strong local arts tradition, has provided a wonderful setting for a number of fine galleries and other shops oriented towards the visitor market. This part of the economy grew strongly during the 1990s but has leveled off in the 2000s. The expansion of the Small Boat Harbor is expected to help this part of the economy.

Retailing goods elsewhere -- While not as visible as retailing to residents and visitors, some of Langley's shops, as well as Langley artists and authors, sell their goods all over the world, increasingly with the help of the internet. This is a part of the economy that may have significant potential for growth.

Providing services to local residents -- Langley, for a town of its size, has a strong supply of services useful for local residents, such as health-care providers, a movie theater, performing arts theaters, coffee shops, and restaurants.

Providing services to visitors -- In addition to the services used by both visitors and residents, such as the restaurants and the theaters, Langley is also served by lodging through inns and bed & breakfast establishments and, more recently, private vacation rentals.

Providing services elsewhere -- While again not as visible as the locally delivered services, Langley has a large number of businesses that provide services primarily to clients elsewhere: consultants, software developers, architects, multimedia arts developers, tour organizers, nonprofit organizations, etc. These are mostly knowledge-based businesses and many of them could be located anywhere but choose to be in Langley because of its quality of life and its world-class technology infrastructure.

Producing goods for local residents -- Currently, this is primarily in the areas of construction and of the arts (including graphic arts, written works, and multimedia productions). As described in the Sustainability Element, there may be potential also for local food production.

Producing goods for visitors -- This includes the arts and perishables, like baked goods.

Producing goods for elsewhere -- This includes the arts and products from knowledge-based businesses.

Transferring wealth to local residents -- A large proportion of Langley's population does not earn their living in Langley. This includes commuters and retirees of all ages. Their incomes do not depend on the other parts of Langley's economy described above, but they contribute significantly to those parts as local consumers of goods and services.

All of these are important to Langley's economy.

Quality of Life as a Key Economic Asset

The foundation that supports all these activities, Langley's key economic asset, is its quality of life, including the beauty and well-being of its natural features and environment, the friendliness of its small-town atmosphere, the quiet of its neighborhoods, and the enthusiasm and creativity of its residents. All of these add high intrinsic economic value to Langley for both residents and visitors.

As a small town off the highway, people only come to Langley -- whether to live, for commerce, or to visit -- because they see it as a desirable destination. People who could live anywhere -- retirees, owners of knowledge-based businesses with markets elsewhere, and commuters -- choose Langley because of this quality of life and in turn bring both their economic resources and their enthusiasm. This enthusiasm translates into Langley's high level of volunteerism, community involvement, and philanthropy, thus maintaining our quality of life. Artists and other creative people choose to live and work here because of the same quality of life, and likewise help to maintain it. Visitors come for the combination of the natural environment and the feel of the community. Whether it is because of an arts festival or simply the authentic, walkable feel of the downtown, it is the combination of an interesting community in a beautiful setting that makes Langley special. It is therefore important for the health of Langley's economy that all aspects, natural and human, of this quality of life be conscientiously stewarded and that any proposal for economic development in Langley is viewed in terms of its impact on the quality of life for the whole community.

Arts, Culture, and Education

Langley is the arts and education center for South Whidbey. It is home to the only regularly scheduled entertainment including numerous musical and theatrical performances, art galleries, eight annual festivals/ events, the South Whidbey Historical Society Museum, numerous adult-education offerings, the regional library, and the Island County Fairgrounds. The creative atmosphere here has produced a village that builds on its natural beauty by the sea with colorful buildings, gardens, parks, and outdoor art. These activities form an important direct part of Langley's economy and enhance the rest of the economy through their positive contribution to the community's quality of life and by attracting visitors.

Langley's experience in this regard is supported by research elsewhere. According to a special report on the role of the arts in economic development produced by the National Governors' Association Center for Best Practices, arts programs are a vital part of any economic development plan to revitalize and strengthen rural communities. A focus on the arts provides a community with an identity, improves property values, increases the profitability of surrounding businesses, helps develop tourism, and makes communities more attractive to New Economy businesses whose workers enjoy participating in these activities. According to their research, the biggest factor in making decisions for the location of a knowledge-based New Economy business is quality of life, consisting of "lifestyle, environmental quality, *a vibrant music and arts scene*, and outdoor amenities."

As of 2015, the arts account for over 6% of our annual County economic impact, as measured nationally by Americans for the Arts. The Statewide Creative Vitality Index goes further to show South Whidbey zip codes generating more than \$20Million of combined economic activity between creative industries and cultural nonprofits. However, this is trending downward on the business growth side, and upward in non-profit development. Businesses are widely accepted as having a triple effect of growth – they employ people; they generate business taxes; and they buy local goods and services. Creative enterprises also add three more 'values' – enhancing quality of life; creating cultural tourism; and broadening education and learning. Supporting the creative economy is good business for Langley.

Many creative enterprises operate without a formal business structure and therefore they are not represented in these economic indices. However, we know they exist and could benefit from structured support to take the next steps in developing as a business. Growing creative enterprises, while continuing strong support for our healthy non-profits, will add significant financial impact to

our community and add to our desirable quality of life.

In 2014, the Langley City Administration took the initiative to build and strengthen its existing legacy by approving Ordinance 998 establishing the Langley Arts Commission as an advisory board consisting of seven community members. The Langley Arts Commission advises the Mayor, City Council and City Staff regarding the city's public arts program as well as the implementation of the city's one percent for the arts policy for capital projects. The commission also advises regarding the planning, design, solicitation and selection of artists and public art installations for the city. It also suggests ways to promote the arts in Langley, develop partnerships between the city and other arts organizations, and supports the facilitation and management of arts related events and education.

The Langley Arts Commission, following its mission and vision, has developed public art planning that includes policies that will:

- Enrich our community by contributing to a desirable quality of life that creates a successful and attractive place to live.
- Create jobs and produce tax revenue, stimulate business activity, and attract tourism.
- Engage citizens in the arts and showcases local and regional talent.
- Provide opportunities for public discussion and audience development that centers on cultural heritage, reflecting who we are and what is important to our society.
- Through arts education at every level of life, foster imagination, innovation and critical thinking.
- Create protocol and strive to provide the ways and means to support projects that enhance and elevate the Arts and Arts-in-Education initiatives in our community.

The Langley Arts Commission is now considering the opportunity for significant future projects, driven by community consultation and stakeholder engagement, identified within their six- year Public Art Master Plan (Appendix A - Langley Six-year Public Art Master Plan)

Langley has the opportunity to build on its existing strengths by encouraging the arts, culture, and education part of its economy. Among other things, this is the most promising way to increase activity and draw more visitors outside of the summer season. Much of the effort to do so will need to come from individuals and private organizations, but the City can foster this effort and work in cooperation with these private parties. For example:

- Artists have particular needs for studio space and live-work housing, all at affordable prices. Land-use planning and regulation can take these needs into account.
- There is current interest in concepts such as the formation of a life-long learning/conference center, a multipurpose campus for the arts and crafts, a center for sustainable living, an arboretum, and a marine-education center at the marina. Land-use planning can provide space for such centers, and the City can work as a catalyst with other public and private entities to help bring such centers into being.
- In its communications with the wider world, the City can help to attract more arts, culture, and education-based businesses and activities to Langley.
- The City can work in partnership with local organizations that represent the arts.

Downtown

Langley's downtown, along First and Second Streets and lower Anthes Avenue, has historically been and should continue to be Langley's retail district and civic center. The downtown is bounded by Seawall Park and the Saratoga Passage on the north, by the bluffs along Cascade Avenue on the

east, and by the Brookhaven housing complex on the south. The compact and fixed area of the downtown has proven to be one of its strengths since it has kept the downtown walkable and human-scale -- important aspects of its appeal. In 2010 the Langley Main Street Association was established. Its purpose is to preserve and sustain the small historic downtown character of Langley and works collaboratively with businesses and city hall to achieve its mission.

The downtown is currently busy and vibrant, but it also has challenges to be addressed and opportunities to be explored:

- In recent years a number of buildings in the downtown core have been or are receiving ‘face lifts’. Together with the Second Street Complete Street upgrades, the growing number of public art installations, as well as work completed by Langley Main Street Association on the lanes and alleys, Langley’s downtown is becoming increasingly attractive.
- The balance of businesses oriented to local residents relative to businesses oriented to visitors is a common topic of discussion. While this balance will be determined primarily through the decisions of private businesses, all parties have an interest in making sure that a critical mass of businesses for each market is maintained.
- Parking is often identified as a limiting factor but it is often more an issue of perception issue than an actual problem. Two parking studies completed by the Planning Department in 2011 and again in 2015 determined that there is adequate parking in the downtown core to accommodate both visitors and residents. One issue associated with the two large parking areas in the City is the inadequacy of the signage directing people there.
- Other means of moving people around the City need some consideration. Langley Main Street Association operates a golf cart shuttle in the summer months. But other initiatives could include
 - Establishing a circulator bus within Langley to link the residential neighborhoods to the downtown
 - Continuing to work with Island Transit to expand bus service between the Clinton Ferry Terminal and downtown Langley to include weekends, holidays, and appropriate evening hours so that visitors can make better use of this service.
 - Encouraging fuel-efficient marine transportation of people and/or goods, although with care given to minimizing and controlling noise levels to minimize adverse impacts on overall community quality of life.

Waterfront

Langley was born as an active port, with people and goods arriving and leaving primarily by water. While this phase of Langley's history came to a close in the early decades of the 20th century, the importance of the waterfront to Langley continues. North of First Street, Seawall Park and beach access to the west of Seawall Park provide an important public amenity that allows both residents and visitors to experience, in a short walk, the direct connection between the town and its natural environment. Around the point to the east, down the bluff from Cascade Avenue, lies the waterfront area served by Wharf Street and Sunrise Lane, with the Small Boat Harbor, Phil Simon Park, an active boatyard, and a number of residences and accommodations for short-term and seasonal lodging.

The Port of South Whidbey has completed some important upgrades that are discussed in the Transportation Element. This part of the waterfront, however, has important limits in terms of access (only by Wharf Street), parking, and land area. Appropriate uses in this area must be consistent with the Shoreline Master Program and could include moorage, parks, public access walkways, a marine

education center, kayak and small boat rental, docking for small tour boats, and other water-based or water-oriented businesses and activities.

An important issue for both the northern and the eastern waterfront is the appropriate role for residential uses. Including a residential component in buildings may make the development of those structures more economically viable. A residential presence also adds life to these areas around the clock. At the same time, residences require parking that competes with commercial parking in the limited space of downtown and the waterfront. If placed directly next to parks or other public areas, it can produce an incompatible use if not properly buffered. It can also encourage larger multi-story buildings that may be out-of-scale with Langley architecture, or that could block valued public views or public access. A balance needs to be struck that gives priority to the overall community quality of life and to the primary public, civic, and commercial uses of these areas.

Langley's Knowledge Economy

Langley already has a significant number of knowledge-based businesses (including multi-media producers, architects, business consultants, internationally-oriented non-profit organizations, writers, etc.) -- and we could benefit from having more.

According to the Center for the Study of Rural America, knowledge is the premium fuel for economic growth in the 21st century. From competing in a global market to retaining youth in rural communities, knowledge-based businesses are viewed as important opportunities for rural community economic planning and development.

To appreciate how the nurturing of a knowledge-based component of Langley's economy can be beneficial, there are several key aspects about knowledge and information that must be understood:

- A knowledge-based economy is characterized by adding value to information. It is derived from people's ability to combine education, experience, and ingenuity to power economic success.
- Knowledge-based businesses can blend seamlessly, almost invisibly, into a community and generally create a minimal environmental impact.
- Knowledge-based businesses provide skilled workers in rural areas with wages competitive to those working in more urban areas. In addition, they provide attractive employment opportunities for area youth and young families.
- Knowledge and information are *intangible* assets of a community that are made *tangible* in the following ways:
 - Information can be captured, developed, and monetized in the areas of writing, music, artwork, images, movies; and in databases; and in other forms of creative endeavors and business communications.
 - Knowledge can be imparted, shared, and monetized through educational programs and experiences.
- Knowledge and information are key components for developing an entrepreneurial culture that can create jobs and wealth in a community.
- A knowledge-based economy encourages professionals to move into the community; it encourages younger and educated citizens to remain; and it provides a stronger economic

base to support other aspects of the community through commerce, through taxes, and through philanthropy.

Langley is fortunate in that it already has many qualities that make it a good location for knowledge-based businesses: a skilled work force, a world-class broadband backbone connection to the Internet, a beautiful setting, an active arts culture, and an interesting community. We are well positioned to build on these strengths.

Much of what makes Langley attractive to knowledge-based business are the same qualities that make it attractive to visitors, to artists, to retirees, and to commuters: the unifying thread is quality of life, especially in the forms of natural beauty and community character. In addition, the City can help make Langley attractive to knowledge-based businesses in the following ways:

- Provide land-use flexibility in the siting of low-impact offices for knowledge-based businesses. Such offices can blend into otherwise non-commercial areas with little adverse effect on surrounding uses. Whether in the form of home-based businesses or low-impact offices situated close to where the workers live, such mixed-use approaches can reduce energy use, reduce commuting time, and enhance quality of life.
- Support the development of 21st century infrastructure. Knowledge-based businesses depend less on roads and more on communications systems such as the Internet. In 2016 Whidbey Tel began installing the fiber optic cable necessary to offer internet service with speeds up to 10 gigabits/ second thereby enabling telecommuters access to high speed service. Whidbey Tel also opened the BiG GiG Langley Center, a co-work space and telecom museum, to establish a presence.
- Encourage a high-quality work force. While the City does not have a direct role in education, it can partner with both the local school district and various colleges and universities to encourage the local availability of programs in skills related to knowledge-based businesses.
- Foster local responsible entrepreneurship. Langley is fortunate to have a long history of local entrepreneurs who have brought vitality to the community and cared about its quality of life. Knowledge-based businesses can help maintain and re-invigorate this entrepreneurial spirit. The City can work with groups such as the Port of South Whidbey to help with business incubation and can encourage existing community members, notably including the community's youth, to develop their own entrepreneurial skills.

Langley's Tourism-Based Economy

Langley relies on tourism for a significant portion of its economy through Sales and Use tax as well as the Lodging or Hotel/Motel tax. Both of these taxes are collected by the State and a percentage is transferred to the City. The Sales and Use tax is collected on the sale and consumption of goods and services in the City. And the Hotel/Motel tax is from short term tourist accommodation rentals within the City. These funds are directed to the City's Tourism Fund.

Many local businesses rely on tourism, and would not survive here if the annual influx of tourists didn't purchase their products or services. While busiest in the summer months, many businesses and organizations work tirelessly to encourage a more year-round tourist base. Whale-watching is a popular activity in April. Local merchants, working with the Chamber of Commerce and the Main Street Association, actively seek to create events that will bring off-island visitors back during slower

seasons.

Tourism is a good fit for Langley's arts community, its waterfront development efforts, and its downtown businesses. And Langley residents and businesses are aware of the importance of balancing tourism-based promotions with the needs of year-round residents. Events such as Arts Saturday, WICA's Django fest, and the Farmer's Market are examples of efforts that appeal to residents and tourists alike. However, the growing numbers of vacation rentals are beginning to have an impact on the availability for long term rentals.

ECONOMIC DEVELOPMENT GOALS AND POLICIES

GOAL ED-1 Balanced and Diversified Economy

Foster a balanced, diversified local economy that serves local residents, visitors, and markets elsewhere.

GOAL ED-2 Arts

Recognize arts, culture and education activities and organizations as foundational components of Langley's economy. Work in partnership to encourage and support them to flourish.

ED – 2.1	Establish an Arts and Recreation District along Camano Avenue and adopt a zoning overlay for this area (LU-5).
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ED – 2.2	The Arts Commission Master Plan shall be the primary guide for arts related activities in the city.
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GOAL ED-3 Central Business District

Maintain and enhance the existing downtown area as Langley's retail and civic center and in particular its intimate and walkable scale as well as its small-town atmosphere and character while addressing the downtown's planning and infrastructure issues.

ED – 3.1	Encourage residential use above ground floor commercial uses to create a vibrant downtown day and night.
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GOAL ED-4 Tourist Accommodation

Support opportunities for short-term lodging to serve tourists and strengthen the downtown economy, including an all-seasons RV Park within the city limits.

ED – 4.1	Review and update the LMC regarding tourist accommodation and short term rentals.
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GOAL ED-5 Waterfront

Support waterfront property development that fits with Langley's scale and character, consistent with the Shoreline Master Program and includes public use and access.

ED – 5.1	The City will work with the Port of South Whidbey to support expansion plans of the marina.
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GOAL ED – 6 Land use

Incorporate residential use in the downtown and along the waterfront in ways that complement, enhance, and do not detract from the primary commercial, civic, and public uses of these areas, that preserve the scale and character of Langley, and that preserve public views and access.

GOAL ED – 7 Partnerships

Work with civic partners including the Chamber of Commerce, the Langley Main Street Association, the Port of South Whidbey, South Whidbey Parks and Recreation and others to continue to create and promote year-round events that appeal to both residents and tourists.

GOAL ED – 8 South Whidbey

Work with South Whidbey economic development interests and infrastructure providers to encourage and attract economic development activities and entrepreneurs that will benefit the region.

ED – 8.1	Foster conditions and work with partners such as Whidbey Telecom to support and attract knowledge-based businesses.
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ED – 8.2	In partnership with stakeholders, develop an economic development strategy for the City of Langley and South Whidbey.
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GOAL ED – 9 Sustainable Economy

Foster a supportive and encouraging environment for new businesses to open and existing businesses to expand and flourish.

Appendix 1 – Arts Master Plan



City of Langley

ARTS

MASTER PLAN

**Prepared by the Langley Arts Commission
Submitted to the Langley City Council May 2016**

Approved by the Langley Arts Commission 16 May 2016

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Introduction

The LAC Six-Year Master Plan is a focused plan of action to support its purpose as stated in the Langley Arts Commission Bylaws:

ARTICLE II: Purpose

The Langley Arts Commission advises the Mayor, City Council and City Staff regarding the city's public arts program and implementation of the city's one percent for the arts policy for capital projects. The commission shall advise the Mayor and City Council regarding the planning, design, solicitation and selection of artists and public art installations for the city. When requested by the Mayor or City Council the commission will also advise the city on any arts related issue such as promoting the arts in Langley, partnerships between the city and other arts organizations, the facilitation and management of arts related events and arts education.

Goals

To formalize a six-year comprehensive plan that will have positive impact on Langley's aesthetics and creative sustainability, while providing a pathway to building on and reinforcing Langley's strong visual arts collection and performing arts heritage. The plan will endeavor to:

- **Create Place**

The Arts enrich our community and contribute to a desirable quality of life, creating a successful, dynamic, attractive place to live, work and visit.

- **Drive Economics**

The Arts create jobs and produce tax revenue, stimulate business activity, and attract tourism as well as families and individuals interested in living in an arts-rich community.

- **Provide Opportunity**

The Arts engage citizens and provide opportunity. The Arts Council strives to: showcase local and regional artists and artistic talent; expand public awareness of arts-related opportunities and accessibility; and offer a forum for involvement in the arts through public discussion and discourse.

- **Build Legacy**

The Arts preserve the unique culture and heritage of the community, and reflect who we are and what is important to our society. Arts and Culture are essential to education and life-long learning by fostering imagination, innovation and critical thinking skills.

LAC Strategy:

The Langley Arts Commission will create protocol and strive to provide the ways and means to support projects that enhance and elevate the Arts and Arts-in-Education initiatives in our community and align with the LAC mission as directed by Langley Ordinance 998.

Langley Public Arts Master Project Plan Outline

Current Focus Projects:

- 1) Developing internal policies and procedures.
 - a. Establishing a Langley Arts Consortium to provide funding and leadership toward meeting the goals and tasks of the LAC Master Plan.
 - b. Establishing a City Public Art purchase plan.
 - c. Establishing a protocol for managing a competitive selection process.
 - d. Creating protocol and process for accepting projects.
- 2) Inventory of existing City public art that includes description, history and maintenance requirements for each work of art, the goal being the development of a formal on-line interactive walking tour and a hard copy brochure.
- 3) Call to Artists Competitions.
 - a. Second Street Sculpture displayed on city pedestals adjacent to the Fire House.
 - b. Placing a work of art in front of the Langley Post Office through a competitive process.
 - c. A rotating mural placement on the exterior of the Fire House on Clyde Alley.
 - d. Clyde Alley Archway and Sculpture Park.
- 4) Establishing an annual arts forum for all interested community arts constituents.
- 5) Establishment of a Community Arts Calendar.
- 6) Adding banners and poles in Langley core, to celebrate the performing arts and highlight current happenings.

Projects Under Consideration:

- Wayfinding Project
- Additional sculpture placement such as the Clyde Alley sculpture park and the Rain Garden sculpture park
- Sidewalk /crosswalk art and community interactive art sites
- Arts Alive Day
- Concerts in City Parks
- Additional mural placements
- Kiosk for event and information posting

Capital Campaign Projects:

- Salish Seawall Sculpture and Event Park

- Langley Art Museum/library

Current Focus Project Overviews

1) Reviewing and developing internal policies and procedures

This project is internal to the Langley Arts Commission. In order to maintain a sustainable operating model for the LAC a set of policies and procedures will be developed to ensure consistency in the repetitive functions of the commission.

Goal: To develop consistency of process for the LAC activities.

Objective: To document an established policy and process by which the repetitive functions of the LAC will operate to ensure fairness and consistency in how public arts and arts events are selected for temporary or permanent inclusion in the Langley collections.

City Council Approved Policies:

- a. In selection of public art the Langley Arts Commission will give preference to Whidbey and Camano Island artists.
- b. A maintenance plan written by the artist will accompany any long term art acquisition.

Policies and procedures under development

- **Establish a Public Arts Consortium:**
In 2015 the City council approved the establishment of the Langley Public Arts Consortium for the purpose of bringing together public arts supporters and economic development stakeholders that will pledge assets and leadership toward the goals and objectives of the Langley Public Arts Master Plan. LPAC has been designated as a standing committee of the Langley Arts Commission (LAC) This committee will be directly managed by the LAC Advisory Board membership and will operate in compliance with the Open Public Meetings and Public Records Act- RCW 42.30.010 and within the confines of Ordinance 998 that established the Langley Arts Commission.
- **Establish a City Public Art purchase plan:**
An art purchase plan should be able to respond when there are opportunities to purchase works of art for permanent display. This procedure will establish a method for selecting, obtaining and purchasing permanent art for the City of Langley.
- **Establishing a protocol for managing a competitive selection process:** This policy will be established to ensure that the process for collecting, evaluating and selecting visual and performing arts pieces for the City of Langley remains consistent and transparent.
- **Creating protocol and process for accepting projects:**
TBD

2) Langley Public Art Inventory and Walking Tour:

The inventory phase of this project has identified 127 works of art on display in the City and on private property. The project will include a digital and hard copy walking tour brochure highlighting the locations of the Public Art Inventory.

Goal: To identify responsible artists, document the location, description of all existing public art within City limits.

Objective: Provide a City of Langley digital site location and hard copy walking tour brochure in January of 2017.

Proposed Budget:

Design a digital site location and hard copy brochure	\$5,000
Printing	<u>\$1,500</u>
	\$6,500

Funding Source: This effort will require coordination and support of existing organizations such as the Chamber of Commerce, Main Street, The Langley Historical Commission, Port of South Whidbey, and the Island County tourism interests.

3) Call to Artist Competitions:

a. Second Street Plaza Sculpture Project:

The Second Street renovation project included two sculpture pedestals. In 2014 the Langley Arts Commission (LAC) initiated a Call to Artist's competition to install two sculptures, to be on display for 12 months, for sale by the artist with 20% of the sales price going to the City.

Goal: To provide the public a continuous variety of new and exciting art on the Second Street Plaza.

Objective: Starting in January of 2016 Second Street sculpture sites will have new sculptures on display every 18 months under the same terms as above.

Funding Requirements per 18 month cycle:

Artist stipend of \$800 x 2	\$1,600 crane
services, plaques and contingency \$600 x 2	<u>\$1,200</u>
	\$2,800

Funding Source: Langley General Funds until an Arts line item is established in the annual City Budget, funds requested in 2016 are \$2,800

b. Post Office Sculpture Installation:

The City has designated a 13 x 9 foot area on Second Street in front of the Langley Post Office as a site for public art that will be on display on a two-year rotation. The art may be available for sale by the artist, with 20% of the sales designated for the City.

Goal: To display a work of art in a heavy vehicle and pedestrian walking area, a work of art that our community members will be proud of and that will attract outside visitors.

Objective: To complete the ongoing competition in July of 2016 and install the first work of art for display in September of the same year.

Funding Requirements:

	<u>1 cycle</u>	<u>6 years</u>
Artist Stipend	\$1500 x 3 =	\$4500
installation and contingency support	\$ 600 x 3 =	\$1800
Total	\$2,100	\$6,300

Funding source: Langley General funds until an Arts line item is established in the annual budget. 2016 City funds \$2,100 –LAC funds \$0

c. Rotating mural on Clyde Alley Firehouse:

Currently there is a mural displayed in Clyde Alley on the Firehouse Wall that has inspired a greater community appreciation of murals as public art. The Firehouse mural will be replaced on a 2 year rotation with a call to artist competition.

Goal: To make the community more visually and artistically attractive.

Objective: Establish a competition every 2 years to replace the existing Clyde Alley mural that was installed in 2015. This mural is for sale, with 20% of the sales price going to the City if sold.

Funding Requirements: per 2 year cycle	<u>1 cycle</u>	<u>4 years</u>
Artist stipend	\$300 x 2 =	\$600
Plaques plus contingency	\$ 50 x 2 =	\$100
	\$350	\$700

d. Clyde Alley Archway and Sculpture Park:

Clyde Alley between the Firehouse and the Braeburn Restaurant is a major pedestrian corridor. An anonymous donor has pledged \$1,000 towards continuing Paul Schell's vision of enhancing Clyde Alley's existing public art and landscaping. In 2014 Mr. Schell had stone pavers installed along side the walkway corridor and garden beds that are maintained by community members. The Arts Commission has also discussed this project with the Langley Main Street Association, with the idea of broadening community support for this project.

Goal: To continue making Clyde Alley a public art and landscaping attraction for community members and Island visitors.

Objective: Installation of two sculpture placements, construction of an artistic archway, and implementation of a landscaping maintenance program.

Funding Requirements:

Two sculpture placements	\$1,000
Construction of an archway	<u>\$5,000</u>
	\$6,000

Funding Source:

The Arts Commission will undertake a fundraising campaign to match the \$1,000 that has already been pledged and ask community members, local businesses, and arts organizations for the remaining \$5,000. 2016 City funding \$0 – LAC funding \$5,000.

4) Establishing an annual arts forum for all interested community arts constituents:

Annually the Langley Arts Commission will host a local Arts Forum, open to artists, arts organizations, business leaders and community members. The Forum will provide an opportunity for the Arts community to gather in an open format to share ideas and provide feedback to the LAC. The Langley Arts Commission will coordinate the conference date, time, place and facilitator, and provide a progress report on the objectives and goals contained in the Langley Public Arts Master Plan.

Goal: To promote a spirit of cooperation and collaboration among the members and groups in the local arts community.

Objective: To provide information about process and progress of ongoing LAC projects, and to discuss new ideas and voice opinions in a transparent, supportive and collegial setting.

Funding Requirements: \$1,000 annually to cover the cost of publicity, rental of a facility, visual aids and meeting supplies.

Funding Source: LAC funds \$1,000

5) Establishing a community calendar that is regularly maintained and updated:

The Langley Chamber of Commerce, in collaboration with the LAC, has agreed to maintain and publish online a calendar of events for the City of Langley including upcoming and annual performing arts events.

6) Adding banners and poles in Langley core, to celebrate the arts and highlight current happenings:

Currently, the City of Langley has 12 banners, primarily in the main town area, with two in front of WICA. The poles fly five different banners at specific seasons and each "season" organizer must provide enough banners to fly on all the poles.

To address the impact of Langley and Whidbey Island as an arts destination, the Langley Arts Commission and a consortium of local performing arts groups agreed to look into expanding the existing Langley Main Street banner program to better reflect our diversity.

Goal: To work with Langley Main Street to enhance the impact of Langley and Whidbey Island as an arts destination and to reflect the diversity of our arts and events .

Objective: To expand the number of poles and banners, specifically along the Camano Avenue entrance to Langley; and to offer financial support for additional banner printing for additional events and festivals. To establish an annual program to maintain the poles and banners over the 6 year duration of this plan.

Funding requirements:

A minimum of three poles (located at Whidbey Children’s Theater, OutCast Productions, and Whidbey Island Dance Theater) and a commitment to support a new set of banners per year

Price per pole: includes one time installation	\$450 x 3	\$1,350 city funds
Banner acquisition		<u>\$1,950</u> other sources
		\$3,300
Annually for pole and banner program maintenance		\$2,000

Funding source:

In 2017 Langley, LAC will request that the City fund three poles at \$450 each for a total \$1350. Each of the following organizations, Whidbey Children's Theater, Whidbey Island Dance Theater and OutCast Productions will be responsible for buying their own banners. Additional maintenance and banner funds will come from other sources such as grants, donations and fund raisers.

LAC Overview Budget

LANGLEY PUBLIC ART MASTER PLAN														
Budget Overview														
In#Progress	2016		2017		2018		2019		2020		2021		TOTAL	
	CITY	OTHER	CITY	OTHER	CITY	OTHER	CITY	OTHER	CITY	OTHER	CITY	OTHER	CITY	OTHER
Public Art Purchase Plan						\$ 20,000		\$ 20,000		\$ 20,000			\$ -	\$ 60,000
Inventory of Existing Public Art			\$ 1,000	\$ 4,000		\$ 1,500	\$ 500	\$ 1,000	\$ 500	\$ 1,000	\$ 500	\$ 1,000	\$ 2,500	\$ 8,500
Walking Tour Brochure				\$ 6,500									\$ -	\$ 6,500
Second Street Sculpture	\$ 1,800		\$ 2,200				\$ 2,200						\$ 6,200	\$ -
Langley Post Office Sculpture Placement	\$ 1,500				\$ 1,500				\$ 1,500				\$ 4,500	\$ -
Firehouse Mural Replacement			\$ 300				\$ 300						\$ 600	\$ -
Clyde Alley Archway		\$ 6,000											\$ -	\$ 6,000
Annual Arts Forum		\$ 1,000		\$ 1,000		\$ 1,000		\$ 1,000		\$ 1,000		\$ 1,000	\$ -	\$ 6,000
Banners and Poles - add and maintain			\$ 1,350	\$ 1,950		\$ 2,000		\$ 2,000		\$ 2,000		\$ 2,000	\$ 1,350	\$ 9,950
Under Consideration													\$ -	\$ -
Rain Garden Sculpture Park					\$ 1,000	\$ 9,000							\$ 1,000	\$ 9,000
Sidewalk/Crosswalk Art		\$ 1,000		\$ 1,000		\$ 1,000		\$ 1,000		\$ 1,000		\$ 1,000	\$ -	\$ 6,000
Arts Alive Day		\$ 500		\$ 500		\$ 500		\$ 500		\$ 500		\$ 500	\$ -	\$ 3,000
Concerts in City Parks		\$ 900		\$ 900		\$ 900		\$ 900		\$ 900		\$ 900	\$ -	\$ 5,400
Mural Placements			\$ 550		\$ 550				\$ 550				\$ 1,650	\$ -
Capital Campaign													\$ -	\$ -
Seawall Park Art Plan						\$ 60,000		\$ 100,000		\$ 300,000		\$ 340,000	\$ -	\$ 800,000
	\$ 3,300	\$ 9,400	\$ 5,400	\$ 15,850	\$ 3,050	\$ 95,900	\$ 3,000	\$ 126,400	\$ 2,550	\$ 326,400	\$ 500	\$ 346,400	\$ 17,800	\$ 920,350
		\$12,700		\$21,250		\$98,950		\$129,400		\$328,950		\$346,900		\$938,150

DEFINITIONS

Adequate Capital Facilities means facilities that have the capacity to serve development without decreasing levels of service below locally established minimums.

Affordable Housing means a household (renter or home owner) pays 30 percent or less of their household income on shelter and shelter related costs.

Agricultural Land means land primarily devoted to the commercial production of horticultural, viticultural, floricultural, dairy, apiary, vegetable, or animal products; or of berries, grain, hay, straw, turf, seed, (or Christmas trees not subject to the excise tax imposed by RCW 84.33.100 through 84.33.140) or livestock; and that has long-term commercial significance for agricultural production.

Arterial [Minor] means a roadway providing movement along significant corridors of traffic flow. Traffic volumes, speeds, and trip lengths are high, although usually not as great as those associated with principal arterials.

Arterial [Principal] is a roadway providing movement along major corridors of traffic flow. Traffic volumes, speeds, and trip lengths are high, usually greater than those associated with minor arterials.

Available Capital Facilities means that facilities or services are in place or that a financial commitment is in place to provide the facilities or services within a specified time. In the case of transportation, the specified time is six years from the time of development.

Barrier Free Design means designing for the complete and total usability of buildings and places for those with physical or limited mobilities. See also Universal Design.

Capacity is the measure of the ability to provide a level of service for a public facility.

Capital Budget means the portion of each local government's budget that reflects capital improvements for a fiscal year.

Capital Facility means a physical structure owned or operated by a government entity that provides or supports a public service. See also **Public Facility**

Capital Improvement means physical assets constructed or purchased to provide, improve, or replace a public facility and which are large scale and high in cost. The cost of a capital improvement is generally non-recurring and may require multiyear financing.

Climate Change (adaptation) means actions taken to help communities and ecosystems cope with changing climate conditions.

Climate Change (mitigation) means actions taken to reduce or prevent emission of greenhouse gases.

Collector is a roadway providing service that is of relatively moderate traffic volume, moderate trip length and moderate operating speed. Collector roads collect and distribute traffic between local roads or arterial roads.

Commercial Uses are activities within land areas that are predominantly connected with the sale, rental, and distribution of products, or performance of services.

Complete Streets means a road that is designed to be safe for drivers, bicyclists, transit vehicles and users, and pedestrians of all ages and abilities. The complete streets concept focuses not just on individual roads but on changing the decision-making process so that all users are routinely considered during the planning, designing, building and operating of all roadways.

Comprehensive Plan means a generalized coordinated land use policy statement of the governing body of a county or city that is adopted pursuant to the State Growth Management Act.

Concurrency means that adequate capital facilities are available when the impacts of development occur. This definition includes the two concepts of "adequate capital facilities" and/or "available capital facilities".

Consistency means that no feature of a plan or regulation is incompatible with any other feature of a plan or regulation. Consistency is indicative of a capacity for orderly integration or operation with other elements in a system.

Coordination means consultation and cooperation among jurisdictions.

Contiguous Development means development of areas immediately adjacent to one another.

Cottage Industry means an establishment or activity primarily engaged in small-scale manufacturing, production or assembly which does not involve, on the premises, the use of heat, noise, or odor generating/producing processes which are detectable off-site. The retail sales of products produced on site is ancillary to the production of goods.

Critical Areas include the following areas and ecosystems: (a) wetlands; (b) areas with a critical recharging effect on aquifers used for potable water; (c) fish and wildlife habitat conservation areas; (d) frequently flooded areas; and (e) geological hazardous areas.

Density means the maximum number of permitted dwelling units allowed on each acre of land or fraction thereof.

Designated Resource Lands of Island County means those lands defined by the Commercial Agriculture land use designation and the Mineral Lands Overlay.

Domestic Water System means any system providing a supply of potable water for the intended use of a development, which is deemed adequate pursuant to RCW 19.27.097.

Easement or “access” means a private right-of-way not less than 20 feet wide which provides vehicular access to a street.

Essential public facilities means uses that may be difficult to site such as airports, sewage treatment plants, jails, power plants, regional transit authority facilities, group homes, correctional facilities and others as identified in RCW 36.70A.200.

Financial Commitment means that sources of public or private funds or combinations thereof have been identified that will be sufficient to finance capital facilities necessary to support development, and there is assurance that such funds will be timely put to that end.

Forest Land means land primarily useful for growing trees, including Christmas trees subject to the excise tax imposed under RCW 84.33.100 through 84.33.140, for commercial purposes, and that has long-term commercial significance for growing trees.

Geological Hazardous Areas means areas that because of their susceptibility to erosion, sliding, earthquakes, or other geological events are not suited to the siting of commercial, residential, or industrial development consistent with public health or safety concerns. See also Critical Area.

Greenfield means farmland or open areas where there has been no prior industrial or commercial activity and therefore where the threat of contamination is much lower.

Green Infrastructure means the use of vegetation, soils, and other elements and practices to restore some of the natural processes required to manage water and create healthier urban environments.

Growth Management is a method to guide development in order to minimize adverse environmental and fiscal impacts and maximize the health, safety, and welfare benefits to the residents of the community.

Household includes all the persons who occupy a group of rooms or a single room that constitutes a housing unit.

Impact Fee is a fee levied by a local government on new development so that the new development pays its proportionate share of the cost of new or expanded facilities required to service that development.

Industrial Uses are the activities predominantly connected with manufacturing, assembly, processing, or storage of products.

Infrastructure means those man-made structures that serve the common needs of the population, such as: sewage disposal systems, stormwater systems, utilities, and roadways.

Intensity is a measure of land uses activity based on density, use, mass, size, and impact.

Joint Planning Area means that area jointly adopted by the City of Langley and Island County

that is located adjacent to the city limits or the Urban Growth Area boundary and in which development may have an impact on the city and, therefore, where the city should be given an opportunity to comment as part of the County development review process.

Knowledge-Based Business means a business whose primary focus, product or service is highly dependent on possessing or applying knowledge.

Land Development Regulations means any controls placed on development or land use activities by a county or city, including, but not limited to, zoning ordinances, subdivision ordinances, rezoning, building construction, sign regulations, binding site plan ordinances or any other regulations controlling the development of land.

Level of Service (LOS) is an indicator of the extent or degree of service provided by, or proposed to be provided by a facility, based on and related to the operational characteristics of the facility. LOS means an established minimum capacity of capital facilities or services provided by capital facilities that must be provided per unit of demand or other appropriate measure of need.

Long-term Commercial Significance includes the growing capacity, productivity, and soil composition of the land for long-term commercial production, in consideration with the land's proximity to population areas and the possibility of more intense uses of the land.

Local Road is a roadway providing service that is of relatively low traffic volume, short average trip length, or minimal through traffic movements, and high-volume land access for abutting property.

Missing Middle means a range of multi-unit or clustered housing types compatible in scale with single-family homes. These are building types that are characteristic of pre-1940's neighborhoods and consist of duplexes, three and four-plex buildings, townhomes, live/work, and small multi-plex buildings.

Manufactured home means a structure, transportable in one or more sections from its manufacturer, retailer or wholesaler to its destination, designed primarily for residential occupancy by human beings, and built to Uniform Building Code standards.

Mobile home means a vehicle bearing the "mobile home" insignia of the Washington State Department of Labor and Industries.

Multi-Family Dwelling means a building containing three or more dwelling units.

Multi-Modal Transportation Network means a comprehensive and diverse system for transportation options including walking, cycling, automobile, public transit, etc., and accounts for land use factors affecting accessibility.

Open Space as used in this plan, includes hazardous and environmental critical areas, such as steep slopes, wetlands, and wildlife corridors; recreational sites, such as playgrounds, parks, and learning centers; lands that shape urban form, such as forested areas and trails; and aesthetic value lands, such as scenic corridors and viewsheds.

Open Space Corridor means a linked, connected, and continuous network of open spaces that includes, as defined in RCW 36.70A.160, lands useful for recreation, wildlife habitat, trails, and the connection of critical areas.

Owner means any person or entity, including a cooperative or a public housing authority (PHA), having the legal rights to sell, lease, or sublease any form of real property.

Pedestrian Network means a public or private right-of-way for use by walkers and includes trails, pathways, walkways, sidewalks and shared roadways.

Planning Period means the 20-year period following the adoption or update of a comprehensive plan.

Potential Growth Area (PGA) is that land designated by the Island County Countywide Planning Policies and the Island County Comprehensive Plan that is deemed appropriate to be the first area considered for any potential future UGA expansion.

Public Facilities include streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, and schools. See also Capital Facilities.

Public Services include fire protection and suppression, law enforcement, recreation, environmental protection, and other governmental services.

Regional Transportation Plan means the transportation plan for the regionally designated transportation system that is produced by the Regional Transportation Planning Organization.

Regional Transportation Planning Organization (RTPO) means the voluntary organization conforming to RCW 47.80.020, consisting of local governments within a region containing one or more counties that have common transportation interests.

Resident Population means inhabitants counted in the same manner utilized by the US Bureau of the Census, in the category of total population. Resident population does not include seasonal population.

Right-of-way means land in which the state, a county, or a municipality owns the fee simple title or has an easement dedicated or required for a transportation or utility use.

Rural Land means all lands that are not within an urban growth area and are not designated as natural resource lands having long term commercial significance for production of agricultural products, timber, or the extraction of minerals.

Sanitary Sewer Systems means all facilities, including approved on-site disposal facilities, used in the collection, transmission, storage, treatment or discharge of any waterborne waste, whether domestic in origin or a combination of domestic, commercial or industrial waste.

Shall/Will means a directive or requirement.

Should means an expectation.

Single Family dwelling means a building containing only one dwelling unit.

Solid Waste Handling Facility means any facility for the transfer or ultimate disposal of solid waste, including landfills and municipal incinerators.

Subarea planning means planning at a scale less than the entire city with the aim of adopting place- and context-specific approaches to permitted land uses and densities, natural resource preservation and conservation, neighborhood and site design and provision of public facilities and services. Such planning shall be coordinated between subareas and consistent with City-wide goals and policies.

Trail see pedestrian network

Transportation Facilities includes capital facilities related to air, water, or land transportation.

Transportation Level of Service (LOS) Standard means a measure that describes the operational condition of the travel stream, usually in terms of speed and travel time, freedom to maneuver, traffic interruptions, comfort, convenience and safety.

Transportation System Management (TSM) means low capital expenditures to increase the capacity of the transportation network. TSM strategies include but are not limited to signalization, channelization and bus turnouts.

Transportation Demand Management Strategies (TDM) means strategies aimed at changing travel behavior (how, when and where people travel) in order to increase transport system efficiency and achieve specific planning objectives rather than expanding the transportation network. Such strategies can include the promotion of work-hour changes, ride-share programs, traffic calming, parking policies and telecommuting.

Universal Design means an approach to design that works to ensure products and buildings can be used by virtually everyone, regardless of their level of ability or disability.

Urban Agriculture means the practice of cultivating, processing and distributing food in or around a village, town or city. It may take the form of backyard, roof-top and balcony gardening, community gardening in vacant lots and parks, and roadside urban fringe agriculture.

Urban Growth refers to growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of such land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources. When allowed to spread over wide areas, urban growth typically requires urban governmental services.

Urban Growth Area: means those areas designated pursuant to RCW 36.70A.110.

Urban Governmental Services includes those governmental services historically and typically delivered by cities, including storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas and normally not associated with non-urban areas.

Use, Reasonable means a legal concept articulated by federal and state courts in regulatory taking cases. Within the context of these cases and for the purposes of this title, reasonable use shall mean any use allowed by the Langley Municipal Code and shall not mean the subdivision of property.

Utilities mean facilities serving the public by means of a network of wires or pipes, and structures ancillary thereto. Included are systems for the delivery of electricity, telecommunications services, water and for the disposal of sewage.

Visioning means a process of citizen involvement to determine values and ideals for the future of a community and to transform those values and ideals into manageable and feasible community goals.

Wayfinding means the information system that guides people through a physical environment and enhances their understanding and experience of that space.

Wetland means areas that are inundated or saturated by surface water or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas. Wetlands do not include those artificial wetlands intentionally created from non-wetland sites, including, but not limited to, irrigation and drainage ditches, grass-lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities. However, wetlands may include those artificial wetlands intentionally created from non-wetland areas created to mitigate conversion of wetlands, if permitted by the city.

Workforce Housing means housing that is affordable for households with incomes between 80% and 120% of the Area Median Income (AMI), regardless of tenure.

Zoning means the demarcation of an area by ordinance (text and map) into zone districts and the establishment of regulations to govern the uses within those zone districts (commercial, industrial, residential) and the location, bulk, height, shape, and coverage of structures within each zone.

List of Acronyms

ADU – Accessory Dwelling Unit
AMI – Area Median Income
APA – Auxiliary Growth Area
CIP – Capital Improvement Plan
CWPP – County Wide Planning Policies
EV – Electric Vehicle
GMA – Growth Management Act
HUD – Housing and Urban Development
IRTPO – Island Regional Transportation Planning Organization
JPA – Joint Planning Area
LID – Local Improvement District
LOS – Level of Service
NDPES – National Pollutant Discharge Elimination System
PAB – Planning Advisory Board
PGA – Potential Growth Area
POS – Parks and Open Space Commission
PSE – Puget Sound Energy
PTBA – Public Transit Benefit Area
RAID – Rural Areas of Intense Development
TDM – Transportation Demand Management
TIB- Transportation Improvement Board
TIP – Transportation Improvement Plan
UGA – Urban Growth Area

